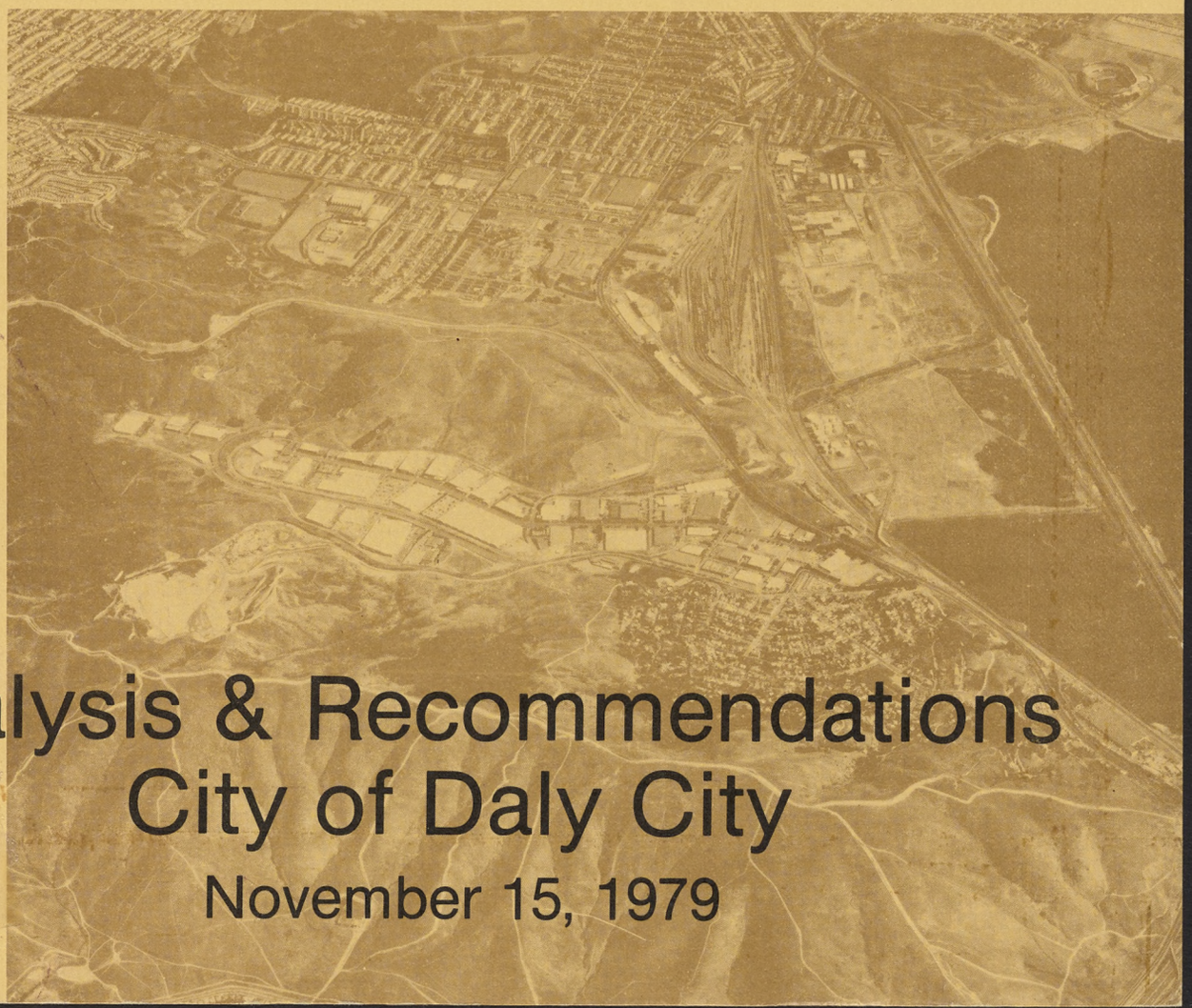
DCPL #53 Influence BAY

SPHERE OF INFLUENCE:

Bayshore Neighborhood
Northeast Ridge-Crocker Industrial Park
Guadalupe Valley Quarry
Owl and Buckeye Canyons



Analysis & Recommendations
City of Daly City
November 15, 1979

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Daly City, California

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SPHERE OF INFLUENCE ASSIGNMENT:

Bayshore Neighborhood
Northeast Ridge - Crocker Industrial Park
Guadalupe Valley Quarry
Owl and Buckeye Canyons

REPORT AND ANALYSIS

CITY OF DALY CITY

For Reference

Not to be taken from this room

November 15, 1979

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CITY OF DALY CITY ANALYSIS AND RECOMMENDATION

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I. Introduction

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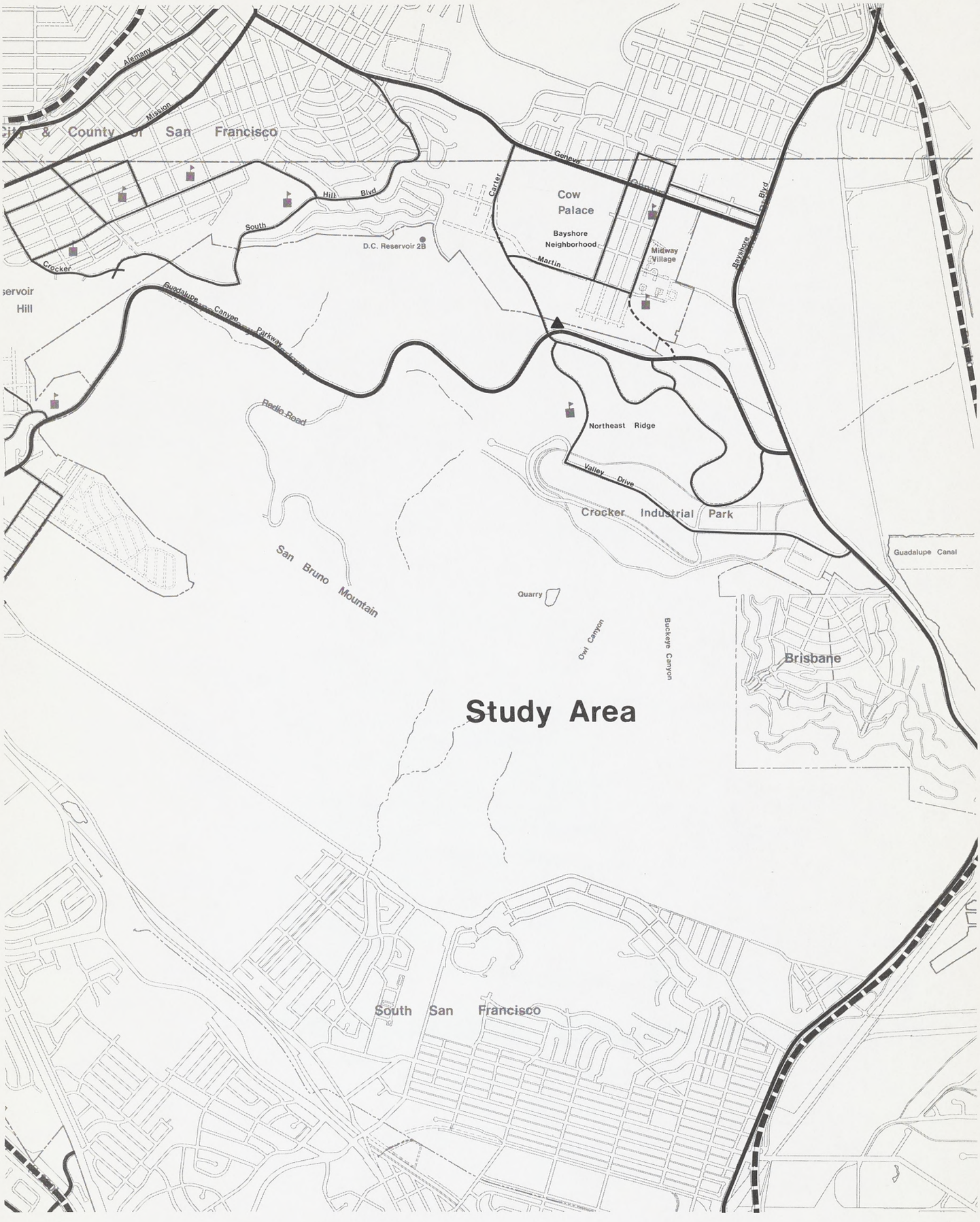
I. INTRODUCTION

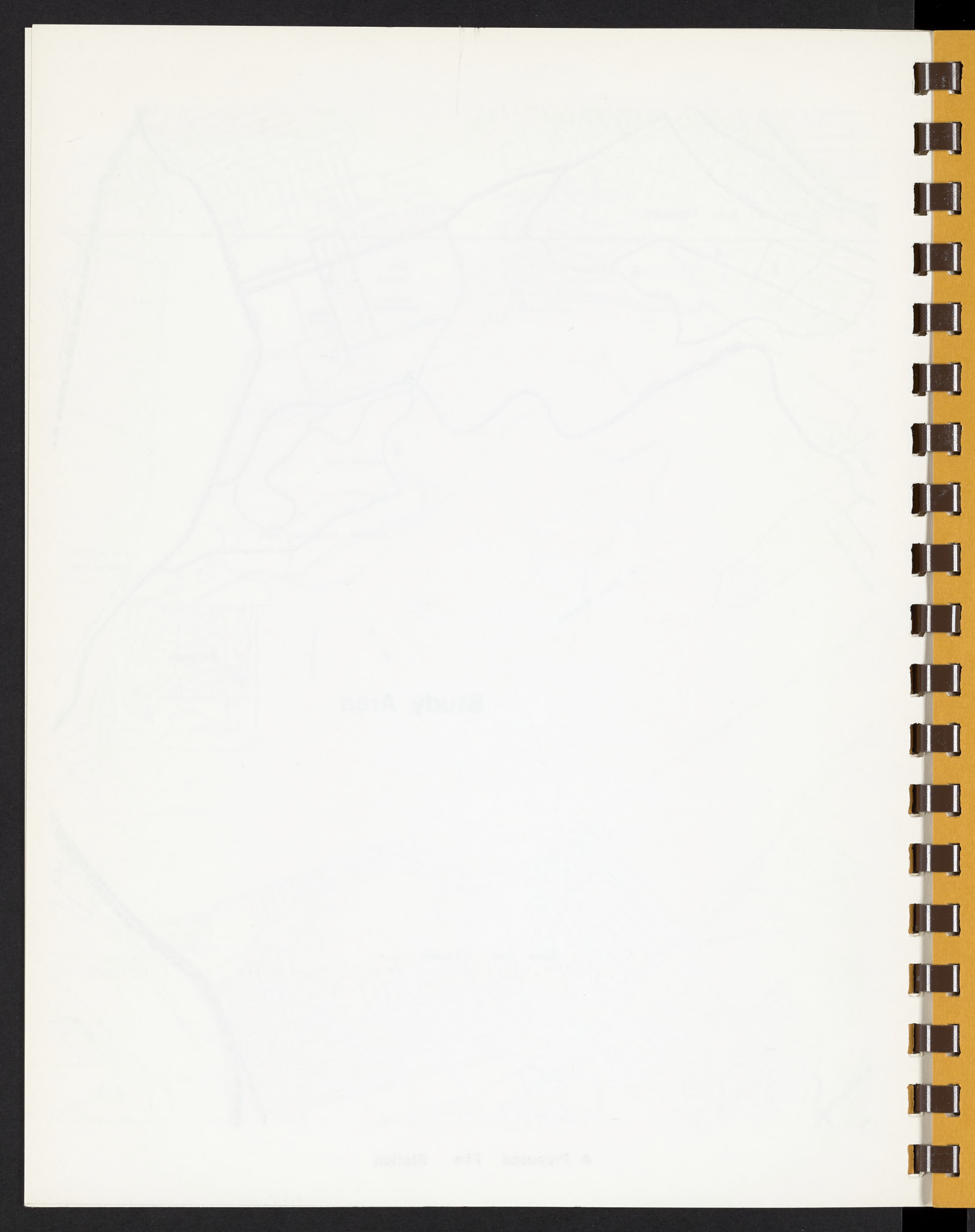
On October 5, 1979, the San Mateo County Local Agency Formation Commission distributed its Sphere of Influence Study, Brisbane, Daly City, Bayshore Sanitary District, County Service Area No. 9, Dimond Public Utility District, Guadalupe Valley Municipal Improvement District, San Bruno Mountain: Northeast Ridge (Sphere Study) which addressed the Bayside area and districts serving this area between Daly City and Brisbane. The recommendation of this report was clear. The entire area, including the Bayshore Neighborhood, an incorporated part of Daly City, should be assigned to Brisbane. All districts serving the area, except school districts, should be combined under the authority of Brisbane.

Daly City has reviewed the LAFCo proposal in detail. This review has resulted in the identification of information pertinent to the analysis and subsequent decision which was not included in the analysis. An effort has been made to include this information here in a format which allows the reader to integrate the the new information easily with the LAFCo Sphere Study.

Daly City's position regarding the LAFCo findings and recommendations can be found in the Summary, Conclusions, Recommendations Section. As with the LAFCo Sphere Study each geographical area is addressed. The Fiscal Analysis provides an overview of potential fiscal impacts on Daly City, given the tax initiative and "spending ceiling" of the Gann Initiative (Proposition 4). Then the needs and impacts of assignment of each geographical area to either Daly City or Brisbane are addressed specifically: Bayshore Neighborhood; Northeast Ridge-Crocker Industrial Park; Guadalupe Valley Quarry and Owl and Buckeye Canyons. A summary comparison and ranking in matrix form appears at the end of the analysis of each geographic area. The same numerical range is used for ranking that LAFCo used. A Special Factors Section outlines additional considerations Daly City feels the LAFCo Commission should address. Finally, the consistency of LAFCo's proposals are reviewed in terms of the Adopted Daly City and Brisbane Preliminary Draft General Plans. An Appendix will be published separately and will include detailed data collected for the analysis included here.



▲ Proposed Fire Station



II. Summary, Conclusions, Recommendations

II. SUMMARY, CONCLUSIONS, RECOMMENDATIONS

In reviewing each geographic area for assignment, Daly City evaluated data in terms of the "General Policies and Criteria for the Development and Determination of Spheres of Influence"[1] as presented in the LAFCo Sphere Study Appendix A (pg. A-1-12). The policies and criteria lay out the items which should be used in determining sphere assignment. A list of these 22 items appears in the Table of Contents of this report under Bayshore Neighborhood and again under Northeast Ridge-Crocker Industrial Park. The Sphere Study weighted each item equally. Depending upon the individual circumstance some factors are obviously more significant. Since the weight given each item is a subjective decision, LAFCo's lead is followed here and in the Matrix Sections. All items are equally weighted. Allocation in the Matrix Sections are based on raw numerical total. However, determination of such a conclusion is arbitrary, depending to some extent upon who is rating what. Therefore, a summary-conclusion is presented here which identifies the more critical issues for each geographic area. Following each summary-conclusion is a recommendation for assignment of that geographical area.

A. Bayshore Neighborhood

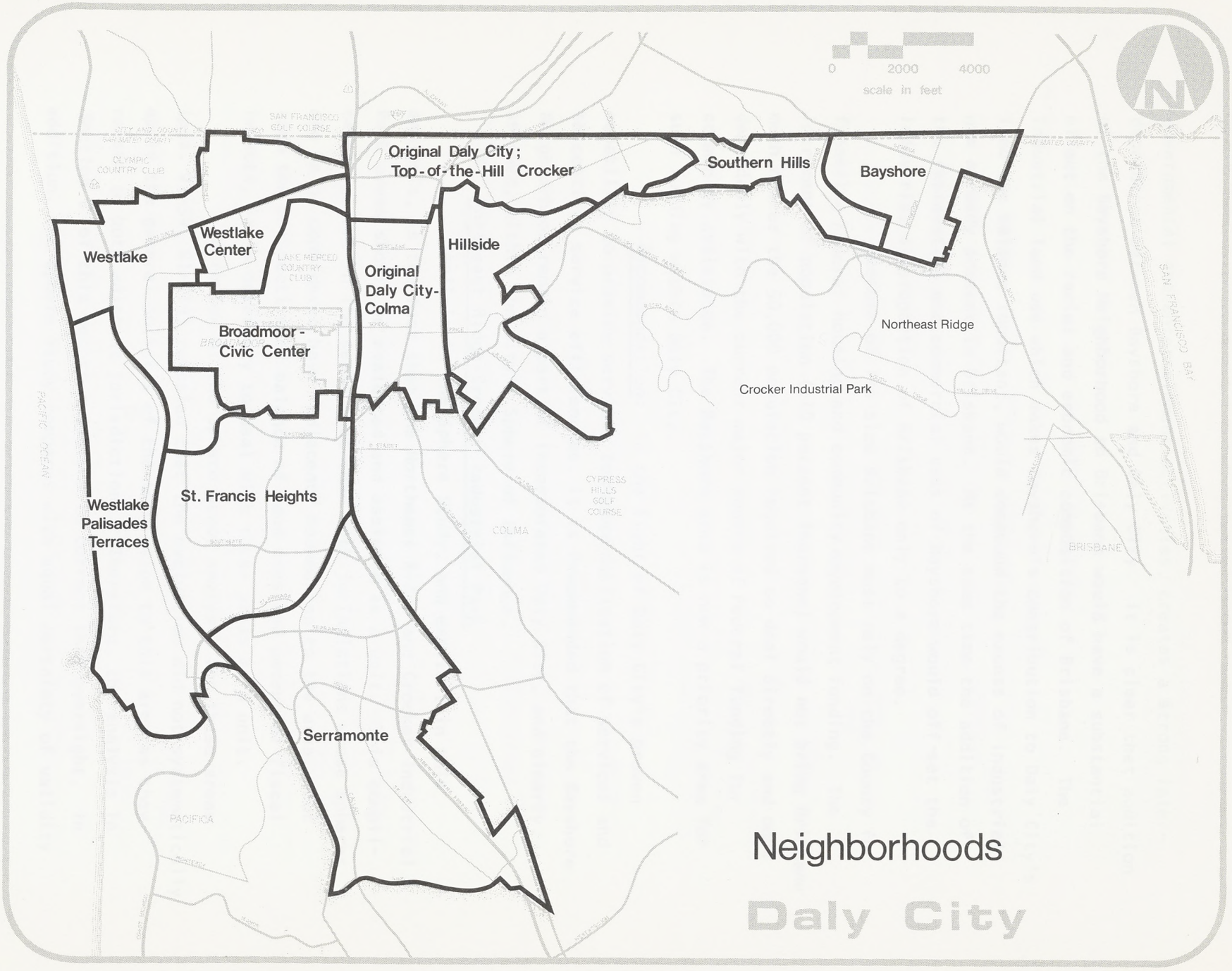
A review by category of needs and impacts reveals that there would be the least impact on resources (noise, visual, energy, water, open space and topography) if the Bayshore Neighborhood remained in Daly City. With or without annexation to Brisbane, the Bayshore Neighborhood would still be subject to the visual and noise impacts of development in adjacent current Brisbane territory. Whether the residents would be more effective if they were members of the Brisbane community must be weighed against long standing competitive attitudes between the two communities. Since Bayshore is basically developed and low density residential uses assigned to the majority of the remaining land, development in Bayshore is likely to have little impact on

Brisbane's industrial area. Energy impacts would be substantially less if the area remained in Daly City because Daly City now provides service. The provision of service by Brisbane would be duplicative of existing Daly City service capabilities. Leaving Bayshore in Daly City would not result in the dissolution of the special districts serving the area until each district decided to transfer the responsbility to Daly City. However, Daly City has demonstrated that it has the capability to provide these services if local districts decide individually to dissolve. Moreover, Daly City has expressed a willingness to provide these services.

Because of long standing differences, Bayshore may never be annexed to Brisbane. Annexation requires an election. Consolidation of the single purpose districts is premised upon this annexation; thus creating a barrier to annexation action and delaying consolidation, possibly indefinitely.

In evaluating capability to extend services, it must be recognized that in the case of the Bayshore Neighborhood, the area is developed and a part of Daly City. Services are already provided the neighborhood at a level comparable to the rest of the City. Brisbane would have to duplicate these services or terminate them. If it could not provide them, at a minimum, the results would bring costly inefficiencies in government and, at worst, a decline in the quality of service enjoyed by the neighborhood. In considering services to Bayshore, it must be recognized that because of its size and fiscal resources, Daly City is more able than Brisbane to provide deep single function services. The review in this report of the following services demonstrates Daly City's capabilities; police, fire, access, transportation/circulation, parks and recreation, and library. Other services discussed include drainage, sewage, solid waste and schools. (See Analysis Bayshore Neighborhood)

In terms of preservation of balance, the Bayshore Neighborhood makes a significant contribution to the industrial land use balance in Daly City. The overall size of Daly City's population dilutes the impact of the strongly ethnic composition of Bayshore. However, the City's role as a north county center for commercial,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scale in feet
Original Daly City;
Top-of-the-Hill Crocker
Southern Hills
Bayshore
Westlake
Westlake
Center
Hillside
Original
Daly City-
Colma
Broadmoor -
Civic Center
Northeast Ridge
Crocker Industrial Park
St. Francis Heights
Westlake
Palisades
Terraces
Serramonte
Neighborhoods
Daly City

governmental and entertainment activities, creates a strong inter-dependence between Bayshore and Daly City. It is clear that addition of the Bayshore Neighborhood to Brisbane would have a substantial effect on the racial and economic composition of Brisbane. The industrial land use which makes Bayshore's contribution to Daly City's land use balance important, would compound the excess of industrial use already present in Brisbane. At the same time the addition of the residential and commercial uses of Bayshore would off-set the industrial disproportion of Brisbane only to a degree.

Because of its size Brisbane must rely on the County for funneling Federal housing and community development funding. The increment of population (110 percent increase) would not bring Brisbane much nearer the 50,000 population required to deal directly and more dependably with the current major source of Federal funding for community assistance. The Bayshore area is now a priority area for such funding within Daly City.

Recommendation: In the light of Daly City's proven capability to provide service, to reduce duplication of services and to continue service efficiencies, it is recommended that the Bayshore Neighborhood remain a part of incorporated Daly City, and clearly, as such, within the City's Sphere of Influence.

B. Northeast Ridge-Crocker Industrial Park

Implicit in the Sphere Study, and explicit in this analysis, is the fact that the Northeast Ridge and Crocker Industrial Park areas should be evaluated and assigned as a unit. This complicates matters in the sense that then both jurisdictions whose spheres are being considered have "adjacent" boundaries to the area. But from the perspective of balance of land uses and potential fiscal impacts, it is necessary to deal with these areas as a unit.

A review of the Sphere Study analysis for these areas (pgs. VI-54, VI-119) revealed that the evaluation did not systematically apply the general policies of the Commission to this area as they relate to both adjacent jurisdictions. Therefore, the analysis in Section V of this report endeavors to correct this oversight. In addition, the Sphere Study compares with equal certainty of validity

and accomplishment the recommendations and policies of the 1978 adopted Daly City General Plan and the Preliminary Draft of the Brisbane General Plan. At the time the Sphere Study was prepared, the Preliminary Draft of the Brisbane General Plan had not had even one public hearing. The Preliminary Plan includes several inconsistencies whose public resolution may affect Brisbane's stance toward the Northeast Ridge-Crocker Industrial Park area. This analysis, like the Sphere Study, uses the Brisbane Preliminary Draft Plan as a policy statement and land use recommendation for the City of Brisbane; but it is important to remember when using it to evaluate commitment to future actions, that it does not yet represent the official statement of the City.

Finally, LAFCo has developed a list of standards for evaluating proposals for annexation. Because it is assumed that the purpose of Sphere assignment is to facilitate future logical annexations, these were considered along with the LAFCo criteria in this analysis. The major additional factor considered in these standards is:

- If the proposal could result in significant or serious operational or economic problems, or in the disruption of existing services in the remaining adjacent territory, the proponent shall explain why the boundaries should not be adjusted in recognition of such problems.

The failure to include Daly City in the Sphere Study analysis of impacts of annexation by the Northeast Ridge-Crocker Industrial Park resulted in failure to address these standards as well as the inadequate discussion of some of San Mateo County LAFCo's recognized criteria.

In the analysis of resources: noise, visual, energy, water, open space and topography, Daly City has several assets regarding the Northeast Ridge-Crocker Industrial Park area. Daly City has a dual source water system, regulations for the provision of open space and personnel to maintain and protect it, and achieves energy conservation because it now provides police and fire service to the area increasing the efficiency of the service to the Bayshore Neighborhood at the same

time. Discontinuing Daly City services in this area would result in Brisbane having to duplicate the service. The more limited fiscal base and more limited personnel available would affect the level of service provided by and in Brisbane. The other alternative may be that in some areas of service, future residents and current users would have to accept a lower level of service than they are now accustomed to.

In considering Daly City's current capability and ability to extend services to the undeveloped and developed areas, five criteria were evaluated: the maximum possible service area, the range of services to be provided, present and possible future service needs, assessment of agencies now providing services and identification of existing social and economic interdependence between the given area and adjacent communities. Again the analysis in this report reveals that not only is Daly City's service deeper and more extensive in all areas considered, but because the City now serves the area for fire and police, replacement by Brisbane would be duplicative. In addition, Daly City provides its current residents, and would extend to its future residents, services which Brisbane did not indicate it would provide even with additional fiscal resources. Among these services are things which contribute directly to the quality of life in an area such as City library branch, indoor and outdoor recreation facilities with staff, a fire station in the Northeast Ridge development, a pedestrian-bicycle trail with inter-city connections, access control and a high capability in transportation/circulation planning. In the analysis, the City's capability to provide and/or operate the sewage, water, drainage and other public services offered by GVMID is also demonstrated. Assignment of the area to Brisbane would be in conflict with many of the criteria and standards adopted by the San Mateo LAFCo Commission.

The LAFCo staff report has not demonstrated fiscally that Brisbane can provide services within the limitations of Proposition 13, AB 8, and Proposition 4. It is clear that Brisbane cannot provide the level of services which will be provided by the City of Daly City.

Preservation of balance was one of the LAFCo criteria

addressed only briefly in the Sphere Study. In evaluating balance, Daly City reviews land use; social, economic and community balance and interdependence, public convenience, governmental, organizational and administrative capability and public participation. Key among these items is land use balance. Assignment of the Northeast Ridge-Crocker Industrial Park to Daly City would add the industrial uses needed to virtually balance the City's land use distribution. The same assignment to Brisbane would further distort the City's balance toward industrial uses, 64 percent, (standard is 10 percent), while the Northeast Ridge residential uses only cause a proportional one percent adjustment in residential land use allocation.

Because Daly City is the north county regional center, there would be a strong interdependence between the Northeast Ridge-Crocker Industrial Park area which would be independent of sphere assignment. In terms of social, ethnic, and community balance, Daly City is large enough that future development in this area would have only a 5% impact. However, Brisbane's small size could cause future residents of this area to have a substantial impact on the current ethnic and economic character of Brisbane.

Finally, Daly City has 68 years of municipal governing experience, a highly trained staff with a substantial depth of personnel in each area of service required by annexation of the Northeast Ridge-Crocker Industrial Park. Over the years the City has demonstrated, in spite of Proposition 13, its commitment to planning and capability of carrying out plans including committing fiscal resources. Brisbane has not been so fortunate fiscally. Proposition 13 required reductions in City staffing and combination of service functions. Both communities encourage public participation. Daly City, with its tradition of neighborhood associations, has a high degree of both formal and informal participation which it would encourage extending to both the Northeast Ridge and Crocker Industrial Park.

Recommendation: Based upon consistent application of LAFCo's Criteria for Sphere of Influence Assignment and Standards for Evaluating Annexation Proposals, the Northeast Ridge and Crocker

Industrial Park should be assigned to the Daly City Sphere of Influence.

C. Guadalupe Valley Quarry-Owl and Buckeye Canyons

As pointed out in the Sphere Study, the Guadalupe Valley Quarry - Canyons areas are boxed in by the City of Brisbane and the Crocker Industrial Park. Currently the only access to this area is through Brisbane. Dust and noise generated by the intensive truck use of the main street to central Brisbane, has created a desire on the part of residents to have the City seek an alternative route for the trucks. The Sphere Study,[2] Preliminary Draft Brisbane General Plan,[3] and County's Guadalupe Valley Brisbane Area Plan: Preliminary Report,[4] suggest a new roadway connection for the Quarry area to the Crocker Industrial Park. The County report goes on to underscore a connection from Valley Drive to Guadalupe Canyon Parkway via North Hill Drive. Both the County and Brisbane's Preliminary Draft Plan also recommend a new connection to 101 from the east end of Guadalupe Parkway. Together these two roadways within Crocker Industrial Park would provide trucks from the Quarry with new and better access to regional highways. However, the access west to I-280 would be through established neighborhoods in Daly City. Thus, the Quarry's only major impact on Brisbane could well be transferred to the Crocker Industrial Park and, in part, to developed Daly City to the west, and on undeveloped area in Brisbane to the east.

Evaluation of the available information on the Guadalupe Valley Quarry-Canyons (Section VI of this report) indicates that the major impacts, other than access, will be on future development on the Northeast Ridge and on the Crocker Industrial Park. Access impacts will also accrue to future residents of the Northeast Ridge, as they share North Hill Drive and Guadalupe Canyon Parkway. For these reasons, it is clear that whichever jurisdiction is assigned the Northeast Ridge-Crocker Industrial Park area should also have the Guadalupe Valley Quarry and Canyons area assigned to its sphere. However, a review of the factors, including access, does not reveal as clear a case for Brisbane as the Sphere Study would imply. For example, through the GVMID agreement and County consent, Daly City is now providing Police and Fire service to the area. GVMID provides all other services; and

GVMID services will be provided in the future by whichever jurisdiction is assigned their service area. Daly City has a clear capability of operation and providing GVMID's services. (See Section V-Northeast Ridge-Crocker Industrial Park.)

Recommendation: The Guadalupe Valley Quarry-Owl and Buckeye Canyons area should be assigned to whichever jurisdiction is assigned the Northeast Ridge-Crocker Industrial Park. Mere proximity to Brisbane should not be a major factor since, with access rerouted, this area in fact has little more direct impact on incorporated Brisbane than it does on Daly City.

D. Sphere of Influence Map Reservoir Hill (Areas S and F)

Recommendation: On February 28, 1973, the unincorporated portions of Reservoir Hill (S and F) were assigned to Daly City's Sphere of Influence by LAFCo Resolution No. 394. Sphere of influence maps should be corrected to include this prior assignment (Sphere Study Exhibit 25).

FOOTNOTES: Section II

1. San Mateo Local Agency Formation Commission, adopted September 18, 1974, revised June 18, 1975.

2. LAFCo, Sphere of Influence Study, September, 1979, pg. VI-121.

3. Preliminary Draft Brisbane General Plan, pg. 22 and 23.

4. San Mateo County Department of Environmental Management, Planning Division, March, 1978.

III. Fiscal Analysis

III. FISCAL ANALYSIS

A. Financial Position

The high level of financial management of Daly City is reflected in the National Award received by the City of Daly City for its Annual Financial Report of June 30, 1976. At that time, the Municipal Finance Officers Association of the United States and Canada presented Daly City with a Certificate of Conformance in Financial Reporting. This award is earned by governmental units whose annual financial reports are judged to substantially conform to the financial reporting principles and standards promulgated by the National Council on Governmental Accounting. Daly City continues to be a leader in the area of fiscal management and financial reporting, having received supplementary Certificates of Conformance for its 1976-77 and 1977-78 financial reports. Additionally, such reports have been acknowledged with awards from the California Society of Municipal Finance Officers.

The City of Daly City has consistently maintained an enviable financial position. As can be noted in Schedule A herewith, there has been only one year (1975-76) in the past ten years in which General Government expenditures exceeded revenues - and then the excess was nominal ($65,310). Revenues have increased constantly until 1978-79, when the impact of Proposition 13 (a decrease of $2,300,000 in property tax receipts) resulted in a net reduction of approximately $1,570,000; however, expenditures were curtailed correspondingly by the City, and the year reflected a slight overall increase in General Government fund balances.

The City's combined operating cash and investments portfolio aggregate between $6,000,00 and $7,000,000 most of the time. An active program is employed to avail the City of every opportunity of investing "idle cash" in interest-earning securities. Because of legal limitations, the most often used mode of investment is that of short and medium-term bank Certificates of Deposit. Interest earnings have escalated during the past three years from $331,853 in 1976-77 to $542,338 in 1978-79 - an increase of $210,485, or 63.5 percent.

During the fiscal year ended June 30, 1979, the City undertook

establishment of a Self-Insurance Fund, wherein it will be responsible for all general liability and workers' compensation claims. Over $700,000 was transferred thereto prior to the year end, and an additional $600,000 is appropriated for transfer in 1979-80. The Fund will pay all excess insurance policy premiums, as well as approved claims. It is anticipated that the City will be able to effect savings of insurance costs by at least $100,000 per year, and possibly as high as $300,000.

In addition to the General Government activities, the City serves its citizens' water needs through the Water Utility Fund - a self-supporting operation. There are approximately 19,000 customers receiving water service as of June 30, 1979. The facilities comprise over 174 miles of mains and storage capacity of 22,000,000 gallons, with an average daily distribution of 8,000,000 gallons. Combined water sales and other revenues for 1978-79 aggregated $2,225,000.

B. Proforma Operations - Actual Revenues and Expenditures 1978-79

The Proforma Statements of Revenues and Expenditures (Schedules B and C) provide a fiscal analysis which evidences substantially that the areas proposed for annexation, from a financial standpoint, are quite appropriate for inclusion in the City of Daly City sphere of influence.

The statements use the most current financial data available, that of the fiscal year ended June 30, 1979. The format details the revenues and expenditures in three specific categories: governmental operations, utility operations, and debt service. The areas recapitulated in this study are the City of Daly City, Crocker Industrial Park, Guadalupe Valley Quarry, Owl and Buckeye Canyons, Northeast Ridge, and all of the special districts serving such area. The latter includes County Service Area #9, County Structural Fire District, County Library District, Guadalupe Valley Municipal Improvement District, Bayshore Sanitary District, and the Dimond Public Utility District.

Collectively, these entities reflect operations "in the black" - governmental operations revenues exceeding expenditures. (The utility activities show excess revenue of $158,878, and debt service costs

were just $2,439 over receipts. As a result of annexation, there would be a fairly sizeable increase in Daly City's assessed values, as an estimated $24,277,336 would shift from the County - an increase of 8.3 percent from $291,204,181 to $315,481,517.

C. Proposition 4 - The "Gann Initiative"

Previously, the Constitution placed no limitations on the amount which may be appropriated for expenditure by state or local government (including school districts), provided sufficient revenues are available. Nor was there any limitation on the amount by which appropriations in one year may exceed appropriations in the prior years. Proposition 4, known as the "Gann Initiative", amends the Constitution to, among other things: limit the growth in certain appropriations (defined hereafter) to the total of the percentage increases in the cost of living and population in the area of jurisdiction; require state and local governments to return to the taxpayers all monies (which are subject to the limitation) that exceed such amounts appropriated for a given fiscal year; require the State to reimburse local governments for their costs related to complying with "state mandates".

This appropriation limit becomes effective in the 1980-81 fiscal year. Such limitation would apply only to appropriations financed from "proceeds of taxes", which are further defined in this initiative as: all tax revenues, and proceeds from the investment of such; and any revenues from regulatory licenses or user fees that exceed the reasonable cost of providing the regulation or service.

Special districts in existence on July 1, 1978, which (1) had a 1977-78 fiscal year property tax rate of no more than 12-1/2 cents per $100 of assessed value, or (2) did not receive any funding from the proceeds of taxes, would not be subject to the limit on appropriations. Furthermore, the initiative would not restrict the growth in appropriations financed from other sources of revenue, including federal funds, bond funds, traffic fines, user fees based on reasonable costs, and income from gifts.

Based on the absence in the proposed initiative, or in related descriptive literature, of a clear distinction of those appropriations subject to and exempt from the limitations, it has been necessary to make some basic assumptions thereon. The calculations anticipate an annual cost-of-living increase of 7 percent and a yearly population increase of 1 percent. Additionally, appropriations were segregated as follows:

APPROPRIATIONS SUBJECT	APPROPRIATIONS EXEMPT
General Fund	Fines & Forfeitures
Gas Tax	Police Services
Capital Outlay	Sidewalk/Weeds/Curb Changes
Self Insurance	Library Facilities Use Charges
Federal Revenue Sharing	Coastal Mandated Costs
	Traffic Safety Fines & Forfeitures
	Block Grants

(In the foregoing tabulation, Gas Tax and Federal Revenue Sharing Funds have been included although they represent State and Federal monies transmitted to the local government entities for use - primarily with respect to operating costs. If it is later determined that either or both of these resources are not subject to the limitation imposed in Proposition 4, exclusion of such amounts in the City's calculations would not have a material affect thereon, as a substantive portion thereof are eliminated as "interfund transfers".)

Schedule D sets forth the result of such computations. Subsequent year extrapolations are summarized in Schedule E.

It should be noted, when discussing the "Gann Initiative" and the limiting of future appropriations, that Daly City's appropriations for FY 1978-79 exceeded its revenues substantially. This was the result of prudent financial planning whereby the City has created responsible cash reserves to offset a possible future imbalance, which also illustrates the overall expertise in the City's fiscal management.

Taking into consideration the City's interpretation of Proposition 4's limitation, using the aforementioned assumptions, and being aware of the many uncertainties in the Gann Initiative, projections of financial statements have been made to best illustrate what effect this legislation will have on Daly City and those areas

proposed for annexation. Such financial data (See Schedule E) indicate that the City of Daly City can undertake the responsibility for providing a high level of service, equivalent to that presently existing in Daly City, to the areas being considered for annexation without exceeding its appropriations limitation. In actuality, it is projected that the City would have a substantial excess of appropriations available to it (after serving the annexed areas) for whatever "normal" upgrading of present services it might care to undertake. The calculation of the "Appropriations Limit" on Schedule E does not include any "transfer of appropriations limit" from the County or any special district.

D. Property Tax and Appropriation Limit Transfers

AB 8, adopted by the State Legislature in 1978, provides for the distribution of property tax collected pursuant to Proposition 13. The terms of AB 8, as applicable to the annexation of territory to a City, requires that the Board of Supervisors and the City Council "shall meet to determine the amount of property tax revenues to be exchanged. No such jurisdictional change shall become effective until each County and City included in such negotiation agrees, by resolution, to accept the negotiated exchange of property tax revenues."

AB 8 further provides that the Board of Supervisors shall act on behalf of any special district involved in the annexation and shall negotiate the transfer of property tax revenues from the affected district to the City.

For the purposes of Schedule E, the property tax transfers from the County, GVMID, the County Library District, the County Structural Fire District and CSA 9 were calculated in accordance with the League of California Cities' formula (LAFCo Sphere Study, pg. VI-70). While the formula has been used in the Daly City financial projections, it is understood that the County of San Mateo has not accepted the formula.

LAFCo has adopted a policy which requires that negotiations between the City Council and the Board of Supervisors be concluded prior to acceptance of an application for annexation.

Proposition 4, the Gann Initiative, approved by the voters on November 6, 1979 provides that when the responsibility of providing services is transferred in whole or in part, from one entity to another, the entities shall mutually agree upon the transfer of an amount of the appropriations limit. The appropriations limit for Daly City as shown in Schedule E, is the "worst possible condition" and does not include any "Appropriations Limit Transfer".

E. Projections

The LAFCo Staff Report does not include any adequate compilation of financial projections for either Brisbane or Daly City. Assuming the Daly City sphere of influence is expanded to include the Northeast Ridge area, Crocker Industrial Park, the Guadalupe Valley Quarry, and Owl and Buckeye Canyons, in addition to the existing areas of the City, financial projections have been made of known and anticipated activities thereof for five fiscal years: 1979-80 through 1983-84. The principal emphasis therein is on general government operations. It is not deemed necessary or desirable to project details of utility and debt service operations here as they are self-supporting, and not subject to the limitations imposed by Proposition 4. The projections have been based primarily on the City of Daly City's adopted budget for FY 1979-80. Such amounts incorporate adjustments which include, among others, (1) an annual salaries, wages and benefits cost-of-living rate increase of 7 percent, and (2) a general inflation rate of 10 percent yearly, applicable to materials, supplies, and outside services.

It is the intent of the projections to include the "known" cost increases set forth above, as well as tentative future plans which relate directly to changes in the activities of the areas to be annexed. The expansion of existing businesses in Crocker Industrial Park will have some impact, as will the Quarry's operations. However, the more significant affect will result from the residential and commercial development of the Northeast Ridge.

The City of Daly City is vitally aware of the needs of its Bayshore Neighborhood, and is continually planning for its betterment through extension of fire, police, library and park services, among

other things. Since this area is contiguous to the Northeast Ridge, it is relatively simple and quite appropriate to expand such City planning for establishing similar service levels therein.

The accompanying projections incorporate the following time schedules and major plans anticipated by the City of Daly City:

1. Annexation of areas in or about April, 1980.
2. Development of Northeast Ridge to start around September, 1980, and be completed between September, 1983 and June, 1984.
3. The addition of three (3) sworn personnel (and necessary vehicular and personal equipment) in the Police Department:
   a. First officer in January, 1981.
   b. Second in January, 1982.
   c. Third in January, 1983.
4. Acquisition of land for new fire station in Northeast Ridge area in FY 1980-81, and construction of station in FY 1981-82.
5. Appropriation of monies over the five-year period for purchase of a new 100 foot aerial truck and a new pumper, for delivery in 1982 and/or 1983.
6. Establishment of an additional engine company (ten fire personnel) at the new station in July, 1982.
7. Construction of a new library in FY 1983 on dedicated land.
8. Furnishing the new library in FY 1983-84 with equipment, books, and pertinent library materials.
9. Adding three (3) library personnel at the new site in July, 1983.
10. Development of a 3 acre park and 3 tot lots on dedicated land, and installation of equipment thereon, in FY 1983-84.
11. Addition of a Recreation Leader for new areas in FY 1983-84.

Summary: It is extremely difficult to make fiscal projections, when basic aspects of the projections, specifically property tax transfer and appropriation limit transfer, must be negotiated, and such negotiations have not yet occured. We have, however, prepared five year budget projections (Schedule E) based upon the following assumptions:

1. Property tax transfers in accordance with the League of California Cities recommended formulas, and
2. No appropriation limit transfer

Schedule E summarizes the revenues and expenditures for the City and the areas to be annexed. This shows that adequate revenues would be generated throughout the period to finance the City's anticipated expenditures and the "additional" costs which can be foreseen as a result of providing services to the annexed areas equivalent to the high level maintained in the City of Daly City now.

The General Fund of the City of Daly City, wherein all the major financial transactions for governmental operations (except capital projects) are recorded, is expected to develop $71,715,270 of revenues over the five-year span. Its expenditures for the period are estimated to aggregate $71,558,515. The principal areas of handling capital improvements (Gas Tax Fund and Capital Projects Fund) will generate additional revenues of $10,045,000 and expend $9,929,700.

As explained in the previous sections herewith, Proposition 4, the "Gann Initiative", imposes a spending limitation on local governments such as the City of Daly City. The summary data shows that the City's "appropriations limit" (even if no "Appropriations Limit Transfers" occur) is quite adequate when related to the expenditures subject to such limitation in each of the ensuing five years. It denotes that the City can accomplish the major capital expenditures as proposed therein, along with providing a high level of service operations within the parameters established by Proposition 4, and still maintain its sound financial position.

CITY OF DALY CITY

GENERAL GOVERNMENT REVENUES, EXPENDITURES, AND
FUND BALANCES
10 Year Period -- 1969-70 thru 1978-79

FISCAL YEAR ENDED JUNE 30	FUND BALANCE BEG. OF YEAR	REVENUES	EXPENDITURES	FUND BALANCE END OF YEAR
1970	$ 643,733	$ 5,578,855	$ 4,967,653	$1,254,935
1971	1,254,935	6,230,313	5,343,148	2,142,100
1972	2,142,100	5,748,502	5,531,097	2,359,505
1973	2,359,505	6,311,434	6,005,278	2,665,661
1974	2,665,661	6,981,392	6,596,350	3,050,703
1975	3,050,703	7,408,916	7,242,858	3,216,761
1976	3,216,761	8,844,358	8,909,668	3,151,451
1977	3,151,451	10,090,285	9,966,519	3,275,217
1978	3,275,217	11,962,730	10,988,235	4,249,712
1979	4,249,712	10,394,929	10,101,258	4,543,383

Note: The fund balance figures include all reserves, which aggregated $3,398,311 (include cash reserves of $1,462,800) at June 30, 1979.

	D
ASSESSED VALUATION	$29
GOVERNMENTAL OPERATIONS	
REVENUES:	
Property Taxes	$
Sales Taxes	
HO/BI Tax Relief	
Motor Vehicle-in-Lieu	
Licenses & Permits	
Cigarette Taxes	
Interest	
Water Fund	
Service Charges	
G.V.M.I.D.	
Fed/State Revenue	
Other	
TOTAL	$ 1
EXPENDITURES:	
Administration	$
Police	
Fire	
Community Development	
Public Works	
Culture/Recreation	
Capital Outlay	
Capital Projects	
Insurance	
TOTAL	$ 1
EXCESS (DEFICIENCY OF REVENUES OVER EXPENDITURES	$

NOTES:

1. Includes only expend
   and utility operatic
2. Property Tax Revenue
3. District Augmentatic

Schedule B

DALY CITY SPHERE OF INFLUENCE

PROFORMA STATEMENT OF REVENUES AND EXPENDITURES
GOVERNMENTAL OPERATIONS
For the Fiscal Year Ended June 30, 1979

				SAN MATEO COUNTY						
	DALY CITY	CSA 9	G.V.M.I.D.	LIBRARY DISTRICT	STRUCTURAL FIRE DISTRICT	CROCKER INDUSTRIAL	QUARRY & CANYONS	NORTHEAST RIDGE	ELIM.	TOTAL (MEMO ONLY)
ASSESSED VALUATION	$291,204,181	$24,393,340	$22,730,840	$24,277,336	$1,546,496	$22,730,840	$548,601	$997,895		
GOVERNMENTAL OPERATIONS										
REVENUES:										
Property Taxes	$ 2,951,309	$ 56,282	$ 61,953	$ 26,219	$ 1,330	$ 93,240	$ 10,853	$ 19,740	$	$ 3,220,926
Sales Taxes	3,205,072					520,000				3,725,072
HO/BI Tax Relief	199,899	5,195								205,094
Motor Vehicle-in-Lieu	1,154,788									1,154,788
Licenses & Permits	574,000									574,000
Cigarette Taxes	225,768									225,768
Interest	380,959	20,147	9,672							410,778
Water Fund	321,147									321,147
Service Charges	101,460		12,702							114,162
G.V.M.I.D.	100,000								(100,000)	-0-
Fed/State Revenue	2,775,066									2,775,066
Other	1,246,474	168								1,246,642
TOTAL	$ 13,235,942	$ 81,792	$ 84,327	$ 26,219	$ 1,330	$ 613,240	$ 10,853	$ 19,740	$(100,000)	$13,973,443
EXPENDITURES:										
Administration	$ 4,026,302	$ 50,000	$ 19,147	$	$	$	$	$	$	$ 4,095,449
Police	2,671,492		50,000						(50,000)	2,671,492
Fire	1,931,549		50,000		1,330				(50,000)	1,932,879
Community Development	77,827									77,827
Public Works	1,126,967		7,874							1,134,841
Culture/Recreation	989,001			26,219						1,015,220
Capital Outlay	1,081,519									1,081,519
Capital Projects	1,326,106		8,100							1,334,206
Insurance	50,527		2,480							53,007
TOTAL	$ 13,281,290	$ 50,000	$ 137,601	$ 26,219	$ 1,330	$ -0-	$ -0-	$ -0-	$(100,000)	$13,396,440
EXCESS (DEFICIENCY OF REVENUES OVER EXPENDITURES	$ (45,348)	$ 31,792	$ (53,274)	$ -0-	$ -0-	$ 613,240	$ 10,853	$ 19,740	$ -0-	$ 577,003

NOTES:

1. Includes only expenditure areas which are deemed subject in whole or part to Gann Initiative (appropriations subject to limitation). Debt Service and utility operations are set forth separately.
2. Property Tax Revenues per League of California Cities formulas.
3. District Augmentation Fund revenues not included.

DALY CITY SPHERE OF INFLUENCE

PROFORMA STATEMENT OF REVENUES AND EXPENDITURES
UTILITIES/DEBT SERVICE
For the Fiscal Year Ended June 30, 1979

	DALY CITY	DIMOND PUBL. UTIL. DISTRICT	G.V.M.I.D.	BAYSHORE SANITARY DISTRICT	TOTALS (MEMO ONLY)
UTILITY OPERATIONS					
REVENUES:					
Water Sales	$2,140,978	$65,452	$ 55,496	$	$2,261,926
Service Charges	62,361		119,880	174,344	356,585
Interest	38,804			17,500	56,304
Other	25,255	3,970	3,287	45,953	78,465
TOTAL	$2,267,398	$69,422	$178,663	$237,797	$2,753,280
EXPENSES:					
Salaries & Wages	$ 639,427	$12,133	$	$	$ 651,560
Water Purchases	373,740	35,004	33,971		442,715
Services & Supplies	288,201	14,297	137,037	22,856	462,391
Utilities	297,190			3,556	300,746
Administration	296,443			9,377	305,820
Insurance	111,000			19,260	130,260
Sewage Disposal				125,872	125,872
Depreciation	65,663	6,059		10,000	81,722
Sewage Collection				19,954	19,954
Capital Outlay	59,776			13,586	73,362
TOTAL	$2,131,440	$67,493	$171,008	$224,461	$2,594,402
EXCESS OF REVENUES	$ 135,958	$ 1,929	$ 7,655	$ 13,336	$ 158,878
DEBT SERVICE					
REVENUES:					
Property Tax	$ 24,932	$	$ 75,803	$	$ 100,735
From General Fund	533,751				533,751
Other	2,132				2,132
TOTAL	$ 560,815	$	$ 75,803	$	$ 636,618
EXPENDITURES:					
Bonds Redeemed	$ 27,000	$	$ 25,000	$	$ 52,000
Interest	1,845		51,125		52,970
Leasehold Interests	532,751				532,751
Agent Fees	1,336				1,336
TOTAL	$ 562,932	$	$ 76,125	$	$ 639,057
EXCESS (DEFICIENCY) OF REVENUES	$ (2,117)	$ -0-	$ (322)	$ -0-	$ (2,439)

DALY CITY SPHERE OF INFLUENCE

PROFORMA STATEMENT OF REVENUES AND EXPENDITURES
UTILITIES/DEBT SERVICE
For the Fiscal Year Ended June 30, 1979

	DALY CITY	DIMOND PUBL. UTIL. DISTRICT	G.V.M.I.D.	BAYSHORE SANITARY DISTRICT	TOTALS (MEMO ONLY)
UTILITY OPERATIONS					
REVENUES:					
Water Sales	$2,140,978	$65,452	$ 55,496	$	$2,261,926
Service Charges	62,361		119,880	174,344	356,585
Interest	38,804			17,500	56,304
Other	25,255	3,970	3,287	45,953	78,465
TOTAL	$2,267,398	$69,422	$178,663	$237,797	$2,753,280
EXPENSES:					
Salaries & Wages	$ 639,427	$12,133	$	$	$ 651,560
Water Purchases	373,740	35,004	33,971		442,715
Services & Supplies	288,201	14,297	137,037	22,856	462,391
Utilities	297,190			3,556	300,746
Administration	296,443			9,377	305,820
Insurance	111,000			19,260	130,260
Sewage Disposal				125,872	125,872
Depreciation	65,663	6,059		10,000	81,722
Sewage Collection				19,954	19,954
Capital Outlay	59,776			13,586	73,362
TOTAL	$2,131,440	$67,493	$171,008	$224,461	$2,594,402
EXCESS OF REVENUES	$ 135,958	$ 1,929	$ 7,655	$ 13,336	$ 158,878
DEBT SERVICE					
REVENUES:					
Property Tax	$ 24,932	$	$ 75,803	$	$ 100,735
From General Fund	533,751				533,751
Other	2,132				2,132
TOTAL	$ 560,815	$	$ 75,803	$	$ 636,618
EXPENDITURES:					
Bonds Redeemed	$ 27,000	$	$ 25,000	$	$ 52,000
Interest	1,845		51,125		52,970
Leasehold Interests	532,751				532,751
Agent Fees	1,336				1,336
TOTAL	$ 562,932	$	$ 76,125	$	$ 639,057
EXCESS (DEFICIENCY) OF REVENUES	$ (2,117)	$ -0-	$ (322)	$ -0-	$ (2,439)

APPROPRIATIONS SUBJECT TO LIMITATION

CITY OF DALY CITY

GENERAL FUND		
Total Appropriations		$12,469,185
DEDUCT:		
Fines & Forfeitures (Used for Parking Enforcement and Meter Service)	$ 163,325	
For Servicing Debt (Leasehold Interests)	533,751	
Police Services (Cow Palace, etc.)	101,460	
Repairs of Sidewalks and Curbs, and Weed Cleaning	16,019	
Cost of Special Use of Library Facilities by Outsiders	18,680	
Reimbursable Coastal Mandated Costs	10,895	
Fines & Forfeitures (Used for Traffic Safety and Control)	146,993	(991,123)
		$11,478,062
GAS TAX		
Total Appropriation		2,136,547
CAPITAL PROJECTS		
Total Appropriation	$2,242,864	
Fed/State Funded Projects	(463,106)	1,779,758
SELF INSURANCE		
Total Appropriation		43,000
FEDERAL REVENUE SHARING		
Total Appropriation		616,331
ANTI-RECESSION		
Total Appropriation		2,194
	TOTAL	$16,055,892
INTERFUND TRANSFERS		
Capital Projects to General Fund	$ 237,908	
Federal Revenue Sharing to General Fund	472,559	
Gas Tax to General Fund	501,042	
Anti-Recession to General Fund	2,194	(1,213,703)
	TOTAL	$14,842,189

The above excludes the following funds:
CETA, Traffic Safety, Juvenile Diversion, Debt Service, Water, Dump Transfer, Motor Vehicle, Central Service, Community Block Grant, Housing Rehab, Redevelopment Agency.

Schedule E

DALY CITY SPHERE OF INFLUENCE

PRO-FORMA BUDGET PROJECTIONS SUMMARY
For the Period of Five Years — 1979-80 thru 1983-84

	FY 1979-80	FY 1980-81	FY 1981-82	FY 1982-83	FY 1983-84
REVENUES					
General Fund	$12,115,270	$12,988,000	$14,054,000	$15,224,000	$17,334,000
All Other Funds	9,332,474	8,775,000	9,924,000	10,423,000	11,147,000
Inter-Fund Eliminations	(2,829,200)	(3,100,000)	(3,425,000)	(3,680,000)	(3,750,000)
TOTAL	$18,618,544	$18,633,000	$20,553,000	$21,967,000	$24,731,000
EXPENDITURES					
General Fund	$11,997,170	$12,960,575	$13,991,645	$15,646,915	$16,962,210
All Other Funds	9,114,078	8,812,000	9,985,000	10,280,000	11,035,000
Inter-Fund Elminations	(2,829,200)	(3,100,000)	(3,425,000)	(3,680,000)	(3,750,000)
TOTAL	$18,282,048	$18,672,575	$20,551,645	$22,246,915	$24,247,210
PROPOSITION 4 LIMITATION DATA					
Appropriations Limit[1]	$15,732,720	$16,362,030	$17,016,510	$17,867,335	$18,760,700
Expenditures Subject to Limitation	12,962,170	13,882,575	15,721,645	17,251,915	18,352,210
EXCESS AVAILABLE	$ 2,770,550	$ 2,479,455	$ 1,294,865	$ 615,420	$ 408,490

[1] Does not include any Appropriation Limit Transfer

IV. Bayshore Neighborhood

IV. BAYSHORE NEIGHBORHOOD

The LAFCo Sphere of Influence Study provides a quantity of background information on Daly City (pg. VII-1-52) and to a lesser extent on the Bayshore Neighborhood (pg. VII-54-67), and on the service capacity of Brisbane (pg. VI-1-51). However, the analysis of this area, based on LAFCo Sphere of Influence determination criteria as listed in Appendix A of the Sphere Study, leaves out the Daly City side of the analysis (pg. VII-68-70). For this reason the following analysis has been developed. The summary of specific services and impacts is shown on the Bayshore matrix following in this section. The recommendation for sphere allocation is shown in the Summary, Conclusion, Recommendations, Section II, of this report.

A. Need and Ability to Provide Services and Impacts

1. Resources

a. NOISE

Daly City: Current activities in the industrial area of Brisbane, adjacent to the Bayshore Neighborhood create a potential noise problem in Daly City. A future expansion of activities within this industrial area could incrementally add to the existing noise from this source. The Daly City Noise Element indicates the areas of high noise level now to be adjacent to Bayshore Boulevard and Geneva Avenue. Future use of the Franciscan Heights area west of Bayshore Boulevard, adjacent to the Bayshore residential area but within Brisbane's city limits could also impact the noise levels in Bayshore.

Brisbane: The Bayshore Neighborhood area adjacent to Brisbane is predominantly residential and commercial with industrial uses fronting on Bayshore Boulevard at the north side of the neighborhood. However, studies for the Daly City Noise Element indicate that this industrial area is not a point noise source. Future uses of undeveloped land in Bayshore, as evaluated in Daly City's Noise Element do not anticipate an increase in noise levels in areas which would affect Brisbane's Franciscan Heights area. Geographically the Bayshore Neighborhood is far enough removed from the residential core of Brisbane to insure that there would be no noise impact even if a point noise source existed in Bayshore.

b. VISUAL

Daly City: Because of the residential character of the west side of the Bayshore Neighborhood, the heavy industrial area of Brisbane has a visual impact. Future development in this Brisbane area could contribute further to the visual problem if height, mass, landscaping and other design factors are not considered. Future development of the Franciscan Heights area of Brisbane east of Bayshore Boulevard could significantly impact the view of the open ridgeline from the Bayshore Neighborhood.

Brisbane: The low scale of the residential, commercial and industrial uses in Bayshore, punctuated by the fenced Cow Palace, make little visual difference to the heavy industrial area of Brisbane. Because a finger of San Bruno Mountain extends between, the Bayshore Neighborhood has no visual impact on the developed central area of Brisbane. However, future development on the steeper slopes of the Franciscan Heights area of Brisbane west of Bayshore Boulevard will overlook Bayshore. Few large parcels of land remain to be developed in Bayshore. Of those remaining, one is designated a community park; the other, on the northwest slope of San Bruno Mountain, is recommended for clustered residential development. This cluster development would "further strengthen the single family character"[1] of the neighborhood, and keep open the steeper slopes visible from Franciscan Heights. Restrictions in the plan and new ordinances implementing the plan for Daly City will restrict development in areas exceeding 40 percent slope, thus insuring that the existing undeveloped steep areas surrounding the Bayshore Neighborhood within Daly City limits will remain open and undeveloped.

c. ENERGY

If analyzed in terms of the criteria for energy evaluation for plans and government actions listed in the California Environmental Quality Act, the focus of this analysis must be on the secondary energy impacts of the decision to allocate the Bayshore Neighborhood to one or another jurisdiction. The direct energy impacts of ensuing development will be evaluated in the EIRs of subsequent specific projects. Consistent with CEQA's energy goals of decreasing

overall energy consumption and increasing reliance on natural gas and renewable energy sources, several categories may be used for energy evaluation: ability to provide essential services with energy efficiency; ability to provide community services with energy efficiency; ability of the jurisdiction to carry out energy mitigations indicated in EIRs; and availability of alternate modes of transportation and access. Finally, one major concern of CEQA is how much the proposed decision would add to existing levels of energy consumption.

Daly City: Since the Bayshore Neighborhood is in Daly City and public services and community services are now being provided, continuation of the area in Daly City's jurisdiction would not require any increase in energy consumption. In fact, since it is Daly City policy to make this neighborhood as self-sufficient in terms of community services and facilities as possible, the community projects proposed in the General Plan will result in future energy savings in this area (General Plan, page 82-83). Additional energy efficiencies are being realized now by the contract between the City and the Crocker Industrial Park for police and fire service.

A factor in energy analysis is the ability of the jurisdiction to establish and see that energy mitigations and conservation actions are implemented. Daly City has a full time staff including City Planner, Inspectors (8), City Engineer, Traffic Engineer and housing staff (HCDA) to see that the EIR and City energy conservation requirements are enforced.

Bayshore area is served directly by SamTrans, San Francisco Municipal Transit and, indirectly, by BART. Each of these mass transit systems provide good access to centers of employment in San Mateo, San Francisco and other Bay Area counties.

Brisbane: Brisbane is not currently providing any services to the Bayshore Neighborhood. The core area of Brisbane may be closer to Bayshore than Daly City's corporation yard or Police Station; however, in the case of many services required, the major energy consumption occurs on the job site, not in actually getting there. For example, a police officer on beat patrol covering an area by car expends only a very small proportion of the energy he would if he were required

to go from the Station to the patrol area for each call. Both Brisbane and Daly City face the same problem in having to provide services on location in the Bayshore Neighborhood. However, Daly City now provides some of these services within the neighborhood; fire, City library, recreation programs. Based on the Brisbane data in the Sphere Study (pg. VI-1-51), no commitment is made to provide these services within the neighborhood if the area became a part of Brisbane. In fact, Brisbane is served by the County library system which has no plans to provide a branch in Bayshore. Future library service would be in Brisbane. The new Brisbane Public Safety Facility which would provide police and fire protection if Bayshore were annexed would be located near central Brisbane. The entire City of Brisbane is served by a staff of 2 recreation leaders located in Central Brisbane; Bayshore now has one full-time. No indication was given in the Sphere Study if recreation programming would be provided in Bayshore. Based on this, it is clear if Bayshore became a part of Brisbane residents would have to expend more energy to get the same services they now enjoy within the neighborhood

Brisbane's code preparation and enforcement services are limited to a contract planner, part-time building official and City Engineer.[2]

Since the providers are independent of the jurisdictions involved, access to mass transit from the Bayshore area remains the same whichever jurisdiction is responsible for services.

d. WATER

Daly City: Water service is provided for the Bayshore area by the Dimond Public Utility District. The Sphere Study presents the service, personnel and facts about the Dimond District on pages X-1-4; and assigns, in the analysis (X-5-8), a "zero sphere of influence." (pg. X-6). A zero sphere in practice has meant continued existence but no expansion of service area. The Study goes on to indicate if the Bayshore Neighborhood is placed in Brisbane's sphere (as recommended in the Sphere Study) then "the public service responsibilities and functions of the Dimond Public Utility District should ultimately be reallocated to Brisbane." (pg. X-7).

Daly City provides water to its entire land area except Bayshore. The City system is served by two sources of water: three lines from the City and County of San Francisco's Hetch Hetchy System, and wells. The City distribution system consists of a large number of interties and valves so that if water from one San Francisco main is disrupted, water from those remaining can be rerouted to serve consumers. Daly City's water system now has 285 gallons of storage capacity per resident, compared to 106 in Brisbane. Moreover, Brisbane's current water rates are 18 percent higher than Daly City's on 600 cu. ft. and 90 percent higher on 2,400 cu. ft. A full time maintenance staff trained and devoted just to water related problems demonstates that the City has an established maintenance, design and construction capability. However, the discussion of Daly City's capability here is simply to indicate reliability and management experience available to the customers of the Dimond Public Utility District, should Bayshore remain in Daly City but the District later decide to seek to become a part of the City Water Department.

Brisbane: The City of Brisbane provides its customers with water from the City and County of San Francisco's Hetch Hetchy System. Although three lines are ultimately proposed to serve Brisbane from the Hetch Hetchy System, two now exist and only one is currently operable.[3] The distribution water system was surveyed in 1961 and determined to be in fair to poor condition (LAFCo pg. VI-29). The Brisbane system has a single maintenance staff which include water system maintenance and repairs among their varied activities.

If, as the Sphere Study recommends, Bayshore were placed in Brisbane's sphere, then dissolution of the Dimond District and service by the City of Brisbane is also advocated. The primary motivation for such a suggestion is the need to eliminate or consolidate small, single purpose districts and have general purpose government provide the necessary range of urban services. In taking over Bayshore, the Brisbane system would be expanded and, perhaps, be more efficient; however, both systems appear to be in need of substantial maintenance and, potential capital outlay.[4] Both are dependent upon one source and, in Bayshore at least, additional storage capacity is needed to maintain water pressure and provide fire flows. Brisbane

now has 106 gallons storage per person, about 40 percent of Daly City's average per capita storage and fire flow problems in parts of Brisbane.

e. OPEN SPACE

Daly City: Much of Daly City's open space surrounds the densely developed urban area, including such areas as the sandy beaches and coastal bluffs and the steep open hillsides and ridges of San Bruno Mountain. Regulations preventing development on steep slopes and such areas and limiting grading there will ensure that the back-drop areas will remain open whether in public or private ownership. Adopted City policies reinforce the recognition and need to preserve and provide open space. These policies include provisions for "protection of recreation opportunities and visual amenities", "develop small-scale localized open spaces to relieve urban densities", and allow increased density of development "in exchange for more open space if the development conforms to a City approved site plan".[1]

The policies are put into practice in the Bayshore Neighborhood in the land use element which addresses the use of the slopes which frame this neighborhood on the northwest ridge of San Bruno Mountain. The City's revised zoning ordinance will provide additional tools for protection of these steep areas as open space.

Brisbane: The policies in the Preliminary Draft of the Brisbane General Plan addresses open space in terms of preserving Buckeye and Owl Canyons. The proposed plan's open space element discusses open space in terms of scenic backdrop, particularly the ridges of San Bruno Mountain, and the undeveloped land adjacent to the Bay and Lagoon. There are no general guidelines to indicate future attitude toward providing open space in undeveloped areas. Bayshore was not addressed in the Brisbane Plan because the area is now a part of another jurisdiction.

f. TOPOGRAPHY

Daly City: Daly City wraps around San Bruno Mountain on the west, north and east sides of this landmark. Topographically the Bayshore Neighborhood is actually a part of the Visitación Valley which extends north into San Francisco.

Brisbane: Brisbane is located on the eastern slopes of San Bruno Mountain. However, the northeast ridge of the Mountain extends like a finger between most of Brisbane and the Bayshore Neighborhood. An arm of Brisbane extends north from the central part of the City around the end of the northeast ridge and along the Bay frontage north to the City and County of San Francisco line. This flat area lies between the Bayshore Neighborhood and the Bay.

2. Extension of Services

a. POLICE

Daly City: The Daly City Police Department has been providing police protection to the Bayshore Neighborhood for years. Currently this service includes assignment of one beat officer to the District 24 hours a day and concentrated in-depth additional service for labor disputes, stake outs, extended investigations and the policing of Cow Palace events (off-site). In 1977-78 the Cow Palace had 1,450,000 visitors for 42 different types of activities. In addition to the beat officers Daly City assigns a full time liaison officer to the Cow Palace. For events such as the Hooker's Ball, as many as 43 officers have been assigned directly to Cow Palace duty. At the same time the DCPD has provided adequate police service throughout the rest of the City. For rock concerts which provide 21 percent of the Cow Palace revenue, the DCPD provides from 4 to 20 off-duty officers.

The Daly City Police Department's modern, well-equipped communications center is located at City Hall. It operates 24 hours a day and is staffed by not less than two dispatchers at all times. Each shift of dispatchers is backed up by a Station Supervisor and desk person who handles complaints.

Access to Bayshore for Daly City Police Officers is by way of Geneva Avenue or Bayshore Boulevard. By 1981 access will also be possible from the Carter-Martin extension to Guadalupe Canyon Parkway. Congestion on any of these roadways would create equal access problems for any serving jurisdiction. Proximity to the police station is academic since Daly City patrol cars now average 150 miles per 24 hour day. Officers are in the neighborhood for the bulk of every shift and crime reports in Daly City are telephoned in to the station to a special recorder, thus,

reducing trips to the station and maximizing time and presence in the beat area. Detention facilities for Daly City are shared. The facilities are located at Daly City's City Hall.

The San Mateo County Criminal Justice Council's Police Services Study of Distribution of Police Personnel reveals that except for the Sheriff's Department, Daly City assigns the largest number of patrol officers of any jurisdiction in the County. All days of the week are covered by watch commanders and/or field supervisors.

Depth of service is clear in the fact Daly City has the capacity to field 22 officers and two cadets on their minimum shift, graveyard. The only responsibility of this staff is policing. In addition, these officers are backed up by various staff functions of the department including a Detective Division with one Lieutenant and four detectives.

Because of the differences in single and multiple function personnel it is difficult to compare Daly City and Brisbane's police service. However, Daly City provides 24-hour service in the Bayshore Neighborhood which requires 6.78 personnel per year. In addition, 16.6 fire personnel are provided in the area. The public safety per capita cost works out to be $8.76.

Brisbane: Brisbane has a Public Safety Department whose personnel provide Brisbane residents with combined police and fire service. Currently Brisbane provides no direct police service to the Bayshore Neighborhood.

The Brisbane police station located at City Hall[5] is physically open and manned from 8 a.m. to 5 p.m. week days except Saturdays, Sundays and holidays. During the hours it is closed the police can be reached by telephone and dispatched by radio. From 5 p.m. to 8 a.m. weekdays and Saturday, Sunday and holidays, Brisbane communications are handled by San Mateo County communications in Redwood City. Bookings are handled by San Mateo County's North County jail which is located in Daly City's police headquarters. Brisbane proposes to add 11 public safety officers to cover the Bayshore Neighborhood territory. These officers would continue their joint police and fire protection

POLICE SERVICES STUDY
DISTRIBUTION OF POLICE PERSONNEL - GRAVEYARD SHIFT PROFILE

JURISDICTION	ASSIGNMENT OF PATROL OFFICER BY DAY OF WEEK							ASSIGNMENT OF WATCH COMMANDERS/ FIELD SUPERVISORS BY DAY OF WEEK						
	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Atherton Police Dept.	3	3	3	3	3	3	3	1	1	1	1	1	1	1
Belmont Police Dept.	4	4	4	4	4	4	4	1	1	1	1	1	1	1
Brisbane Police Dept.	2	2	2	2	2	2	2	1	0	0	1	1	1	1
Broadmoor Police Dept.	1	1	1	1	1	1	1	½	½	½	½	½	½	½
Burlingame Police Dept.	5	4	5	5	4	5	6	1	1	1	1	1	1	1
Colma Police Dept.	2	2	2	2	2	2	2	1	1	1	1	1	1	1
Daly City Police Dept.	14	14	13	12	13	12	15	3	3	3	3	3	3	4
Foster City Police Dept.	2	2	3	2	2	2	2	1	1	1	1	1	1	1
Half Moon Bay Police Dept.	1	1	1	2	2	2	2	0	0	0	1	1	1	1
Hillsborough Police Dept.	3	2	3	3	3	3	3	1	1	1	1	1	1	1
Menlo Park Police Dept.	4	4	4	4	4	4	4	1	1	1	1	1	1	1
Millbrae Police Dept.	2	2	2	3	3	3	3	1	1	1	1	1	1	1
Pacifica Police Dept.	3	3	3	3	3	6	3	1	1	1	1	1	2	1
Redwood City Police Dept.	4	4	4	4	4	5	5	1	1	1	1	1	2	1
San Bruno Police Dept.	3	3	3	3	3	3	3	1	1	1	1	1	1	1
San Carlos Police Dept.	3	3	3	3	3	3	3	1	1	1	1	1	1	1
San Mateo Police Dept.	12	12	12	12	12	12	12	4	4	4	4	4	4	4
So. San Francisco P.D.	5	5	5	5	5	5	5	1	1	1	1	1	1	1
Sheriff's Department	16	16	16	16	16	16	16	3	3	3	3	3	3	3
TOTALS	89	87	89	89	89	93	94	24½	23½	23½	25½	25½	27½	26½

Source: Criminal Justice Council of San Mateo County, Memorandum on Update of Police Services Study, 8/7/79

responsibilities.

Access problems to the Bayshore Neighborhood are the same for Brisbane public safety officers as for Daly City police. The distance from the police station is off-set by the size of the area requiring automobile beat coverage. Brisbane shares the North San Mateo County jail facilities in Daly City with Daly City and other north county jurisdictions.

Brisbane now has the capacity to provide two officers and a Sergeant for each shift. The number may increase with expanded territory; however, the potential service conflict of the public safety role will continue since Brisbane does not indicate a return to separate police and fire service. The annual cost per capita for Brisbane public safety is $11.79.

b. FIRE

Daly City: Fire protection services are being provided in the Bayshore Neighborhood by the Geneva Avenue Station, Station #3. This centrally located station is staffed by 15 (three Captains, six Engineer-Operators and six Firefighters). This staff is divided into three equal platoons, providing daily manning of 5 personnel, 24 hours a day. Detachment of Bayshore from Daly City and annexation to Brisbane could mean the lay-off of up to 15 personnel and reduction in rank of nine. Existing fire fighting apparatus would be transferred to other stations in Daly City. At the same time Brisbane would have to purchase some similar equipment to meet the fire fighting needs of the Cow Palace and industrial area.

In addition to its neighborhood personnel and equipment, the Daly City Fire Department has a four-person Fire Prevention Bureau for city-wide code enforcement, inspection, education and research. A Class A Fire Alarm System and street boxes extend throughout the Bayshore Neighborhood and are maintained and supervised by the Fire Alarm Bureau with a staff of four. The Daly City Fire Department also has a central communications center with private alarm and full dispatching capabilities. The Division of Training includes a full-time training officer. In Fiscal Year 1978-79, the Daly City Fire Department personnel logged 20,366 training hours.

The Daly City Fire Department has an I.S.O. Class Rating of 4, on a scale of 1 to 10. Brisbane's last rating was before formation of the combined Public Safety Department and was a Class 5. Although important to residents, the major financial impact of I.S.O. rating is on commercial insurance rates.

Should the Northeast Ridge be added to Daly City's territory and developed, Station #3 would be relocated on the ridge with an increased level of fire protection service to Bayshore provided by addition of a second engine company.

Brisbane: Since Brisbane has only one manned fire station, Station #1, this station would serve Bayshore. Station #2 is still operable but unstaffed. Station #1 is three miles from the Bayshore Neighborhood. Relocation to the new proposed Public Safety Facility would not significantly reduce response time to the Bayshore area. The Sphere Study indicated 11 additional public safety officers would be needed if Bayshore was annexed. The Brisbane Public Safety Department would have to purchase additional equipment like that already in Daly City's possession in order to have the aerial ladder capability necessary for fire service to the Cow Palace and industrial areas now served by Daly City

Fire prevention and training personnel are not reflected among Brisbane's Public Safety approved/authorized positions.

c. ACCESS

Daly City: Access to the Bayshore Neighborhood is now available from Highway 101 via Bayshore Boulevard, Guadalupe Canyon Parkway and Geneva Avenue. An additional access to connect the Cow Palace and Bayshore Neighborhood to I-280 via Guadalupe Canyon Parkway is in the engineering phase. This $2 million Daly City project is expected to be completed in 1981.

Many of the primary destinations of both Bayshore and Brisbane residents in terms of transit connections, shopping, health services, County services, recreational facilities, and cultural activities are located to the west within Daly City.

Although access to City Hall may be significant for those who occasionally have a specific need to go there, today most City

services are "delivered" to Bayshore Neighborhood residents, i.e., fire, police, street maintenance, recreation and park programming, library, etc. The four mile distance is not substantial, given distances to other City Halls within San Mateo County. (See Sample Distances from City Halls in San Mateo County Table.) Travel time from Bayshore to Daly City City Hall is about 12 minutes. In addition to normal City services, a number of regional services are available near Daly City City Hall including social security, telephone business office and Department of Motor Vehicles. Residents of Bayshore as a matter of course regularly make trips to the western area of Daly City for other services available there.

To improve access to the Bayshore Neighborhood, Daly City has installed traffic signals on Geneval Avenue. These signals are designed to allow the Police Department to direct heavy traffic flow at peak periods and during Cow Palace events.

Brisbane: The only access from Brisbane to the Bayshore Neighborhood is Bayshore Boulevard. This roadway is in need of improvement at its southern end where is connects via Tunnel Road to Highway 101. The residential portion of Brisbane has one connection to Bayshore Boulevard. This connection is used by both residents and trucks from the Brisbane Quarry. On Bayshore Boulevard traffic goes north through Daly City to San Francisco, or south through South San Francisco to Highway 101.

Residents of Brisbane seek shopping, health, cultural, entertainment and recreational opportunities and services in western Daly City or in South San Francisco and in areas to the north and south of these cities. There is little access to such facilities within Brisbane proper.

d. TRANSPORTATION/CIRCULATION

Daly City: The Transportation Facilities Map indicates the emphasis Daly City has placed on providing a total transportation system which includes the needs of people traveling to work, shopping, recreation and other activities. (See Northeast Ridge-Crocker Industrial Park, Traffic/Circulation.) The system recognizes the regional as well as local functions of the street and highway system. The City's roadway programs, like the $2+ million proposed extension of Carter-Martin in the Bayshore Neighborhood, acknowledge the need to provide

SAMPLE DISTANCES FROM CITY HALLS IN SAN MATEO COUNTY

Redwood City:	City Hall to Intersection of Peninsula Parkway and Shell Parkway (Redwood Shores)	5.4 miles
Belmont:	City Hall to Intersection of Marsten and Adelaide Way (near top of Ralston)	4.7 miles
Hillsborough:	City Hall to Intersection of Tournament Drive and Sugar Hill Drive (Tobin Clark Estate)	3.4 miles
Burlingame:	City Hall to Trousdale and Hunt (Mills Estate)	4.0 miles
Pacifica:	City Hall to Frontierland Park (Yosemite Dr. and Oddstad Blvd.)	5.9 miles
South San Francisco:	City Hall to Olympic Drive and Shannon Drive (Westborough)	3.1 miles
Menlo Park:	City Hall to Sharon Heights	3.6 miles
Woodside:	Town Hall to LaHonda Road (Hwy 84) Intersection Hwy 35	5.6 miles

SOURCE: City of Daly City, 1979

additional access to the regional traffic generator (Cow Palace) to relieve local traffic pressure as well as better internal traffic movement, the extension of Martin to supplement Geneva Avenue.

Daly City has a full time staff to deal with traffic problems including a Traffic Engineer. The City also has a maintenance staff large enough to provide for the street system which includes roads, sidewalks, curbs and gutters. Loss of this area to the City may mean some reduction in current staffing.

Planning is an important component of Daly City's program. In the Circulation Element the City has adopted bus routes, bicycle and pedestrian routes, a parking program and trails system. In the adopted Scenic Highways Element specific roadways are called out for viewshed protection. A residential preferential parking program was instituted in areas adjacent to particular traffic generators. Adopted City policy supports and encourages the implementation of these plans.

Current projects for the Bayshore area include the extension of Carter-Martin and installation of traffic lights on Geneva Avenue at three intersections (about $100,000) and upgrading of signal equipment at Geneva Avenue and Bayshore Boulevard. Daly City also has a demonstrated capability to get transportation funding. The City now has underway three grant projects totalling $570,000.

Brisbane: Since the Bayshore Neighborhood is located in Daly City, Brisbane provides no service to the area. The Sphere Study does not address Brisbane's expectations for additional staffing or the future status of planning for the Bayshore area should it eventually be added to Brisbane. Currently both Brisbane and Daly City share Bayshore Boulevard with San Francisco and South San Francisco. Brisbane's Preliminary Draft General Plan acknowledges the problems of the Tunnel Road access to Highway 101 and proposes an additional link to 101.[6] Currently this document is undergoing public review and has not been adopted.

The Circulation Element of the Preliminary Draft Plan proposes an extension at Guadalupe Canyon Parkway to Tunnel Avenue (then to 101). Such a connection would improve circulation but the plan notes

some City residents are concerned about the visual and environmental impacts of this location.[7] None of these Brisbane plans are near construction phase.

City staff includes a City Engineer and part-time contract planner. Street maintenance people share a number of responsibilities including water and sewer system maintenance.

e. DRAINAGE

Daly City: Drainage from the Bayshore Neighborhood flows through the northern arm of Brisbane to the Bay through an open channel, or flume, directly into the Bay. No system of drainage pipes is involved. The open channel drainage alternative will continue to be used in this area because of the effect of settlement problems on large drainage pipes. The open channel is easy to maintain. Daly City has more equipment and manpower for storm drainage system maintenance and repairs. Brisbane could probably afford to acquire the appropriate equipment, but it would duplicate equipment already owned and used efficiently by Daly City.

Brisbane: Drainage from the Bayshore Neighborhood is transported through the Brisbane industrial area via an open channel. This channel is now maintained by Brisbane. New development in Brisbane's industrial area may require expansion of the open channel but would not result in an alternative system because of soil settlement problems.

f. SEWAGE

Daly City: The Bayshore Neighborhood is served by the Bayshore Sanitary District which provides a sewer collection and pumping system. Treatment is contracted to the City of San Francisco. The Sanitary District is governed by a board of five elected representatives, all residents of the District. All the rest of Daly City is served by the North San Mateo County Sanitation District (NSMCSD). The NSMCSD is responsible for all collection facilities and all waste treatment except for the Crocker and Southern Hills Neighborhoods where treatment is contracted with San Francisco. Daly City has an 8 mgd primary and secondary treatment plant with an ocean outfall. A water reclamation program has been instituted and the Olympic Golf Course will use treated plant water for irrigation. The NSMCSD has manpower and facilities,

including laboratory facilities and expensive preventative maintenance equipment. In the past, the NSMCSD has contracted maintenance service for the Bayshore Sanitary District. Currently they are not providing this service.

The Bayshore Neighborhood has been adequately served by the Bayshore Sanitary District in the past while there is no need to change this now, if the time comes when treatment costs, environmental constraints, infrastructure problems, or other factors indicate to the Sanitary District's governing board that it is desirable to make a change, the NSMCSD has the capacity, as well as a responsible reclamation program to provide the Bayshore Neighborhood this service.

Brisbane: Brisbane has consigned its sewage treatment and transfer (pumping) responsibilities to the Guadalupe Valley Municipal Improvement District (GVMID). All advanced planning for meeting sewage needs has been historically undertaken by GVMID. Brisbane's only capital investment is in the collection system now serving local residents. Maintenance to this system is provided by the City. However, the Brisbane collection system has a substantial inflow and infiltration problem. Brisbane lacks a sewer cleaning truck for preventative maintenance. Although this could be acquired, it would be a duplication of equipment already owned by North San Mateo County Sanitation District and not used to capacity.

Although, on the face of it, the size of an operation should have some impact on negotiations for sewer treatment with City of San Francisco, the fact is, as the experience with water indicates, the size of a jurisdiction is irrelevant to leverage in cost or service negotiations. Since the GVMID now negotiates sewer treatment contracts for Brisbane, Brisbane's experience in these negotiations cannot be a factor in consideration. In fact, the Bayshore Sanitary District does negotiate their own contract with San Francisco and is, thus, the more experienced agency.

g. SOLID WASTE

Daly City: Since April, 1978 solid waste collection has been provided for the Bayshore Neighborhood by the Daly City Scavenger

Company. Prior to that time, South San Francisco Scavenger Company provided this service. Both companies are capable of providing service to this area. With the addition of a new connection from the Neighborhood to Guadalupe Canyon Parkway, it would be easier for Daly City Scavenger Company to provide service. Both companies will in the future deposit waste in Ox Mountain via a transfer station. The Daly City transfer station was designed and financed on the basis of the Bayshore Neighborhood tonnage.

Brisbane: Solid waste is collected in Brisbane by the South San Francisco Scavenger Company. Currently deposited at Marsh Road in Menlo Park, this refuse will be transported to Ox Mountain in the near future.

h. PARKS AND RECREATION

Daly City: City-wide Daly City has 79.4 acres of developed park land, 176.7 acres of City owned parks in various stages of planning (Table V.2.h-1) and 79,389 square feet of recreation building space (Table V.2.h-2). In addition, through joint funding with the Jefferson Union High School District, the City has access to the Westmoor Swim Complex, community par course and Westmoor Park Tennis complex. Through School District and City cooperation (in most cases formalized by joint agreement) the City can use the five gymnasiums, high school theaters and cafeterias. Recently, the City has leased the Midway School building (some 10,000 square feet) from the Bayshore School District for an indoor Bayshore Neighborhood community facility.

Within the Bayshore Neighborhood the City has adopted a policy of balancing community facilities with other land uses. In pursuit of this policy the City has developed a 3.5 acre neighborhood park including baseball diamond, tot lot, multi-use asphalt court and dual use turf area at a cost of $76,000. The City has leased the Midway School for various community programs including a child care center, social club for teenagers and a drop-in game room for all age groups. Rooms are available for classes, recreation and other activities. The City provides administrative staff and a full time CETA employee to supervise these facilities. Daly City has also purchased

14.5 acres at Carter and Martin on the southwest side of the Cow Palace for facilities at a cost in excess of $567,000. These expenditures demonstrate Daly City's committment to the Bayshore Neighborhood.

City facilities including the Bayshore parks and recreation facilities are operated and maintained by 43 full-time employees (including custodians) whose only responsibility is park and facility operation and maintenance.

Brisbane: Brisbane has a parks and recreation program staffed with two full time CETA employees (a pre-school assistant and Recreation Leader). The remainder of employees, a director, is part-time. The City has one one-quarter acre park, Richard Firth, developed for picnicking. There are current plans to add a Community Center Park near Visitacion Avenue and Mendocino Streets which would include a horseshoe pit, barbeque facilities and picnic tables. Plans for the proposed marina at Sierra Point now include some publicly accessible open space along with access to the Bay.

Because the Bayshore Neighborhood is a part of another jurisdiction, no plans have been made by Brisbane for service to this area. In addition, other than saying Brisbane would endorse the County's Plan Amendment, the Sphere Study is silent on what park or open space standards may be required in the Northeast Ridge. Therefore, no standards exist to extend to Bayshore. Providing recreation and park facilities at the current level enjoyed in the Bayshore Neighborhood alone would mean a substantial expansion of City staff.

i. LIBRARY

Daly City: The City of Daly City provides library service to the Bayshore Neighborhood through its City owned branch library at 2960 Geneva Avenue. This 1,700 square foot facility provides Bayshore residents with a wide range of library services including phonograph records, tapes, motion pictures, prints of great art, periodicals, story hours, out-reach programs and access to a number of regional research and lending services. A City survey indicates 98.4 percent of the residents of Bayshore consider the Bayshore Branch Library a vital part of their environment.[8] The Bayshore Branch Library is open 32 hours a week and is as large as a Class 3 San Mateo County Library.

Should the Northeast Ridge be developed as a part of Daly City, the City plans to add a library facility in the Northeast Ridge either supplementing existing service, or a new 6000 square foot facility at a location adjoining both the Bayshore and Northeast Ridge Neighborhoods. This larger facility would be the equivalent of a Class 2 San Mateo County Library (See Section on Northeast Ridge, Libraries).

Brisbane: Brisbane is now served by the San Mateo County Library System. There is one branch library, Class 4, open 24 hours a week. Current County Library plans call for the Brisbane branch to be upgraded to a Class 3 library open 35 hours a week. Should the Bayshore Neighborhood be annexed to Brisbane, library services would be provided by the County system. There are currently no County plans to provide library service in now unincorporated areas between Brisbane and the Bayshore Neighborhood, nor for the Bayshore area.

j. SCHOOLS

Daly City: Elementary school children in Bayshore are served by the Bayshore School District. High School students attend Serramonte High School in Daly City which is a part of the Jefferson Union High School District. The Sphere Study indicates annexation to Brisbane would not affect this single purpose special district.

Brisbane: Brisbane and the Southern Hills Neighborhood of Daly City are served by the Brisbane School District. Forty-five percent of the enrollment lives in Daly City. Upon graduation students attend Jefferson High School in Daly City, part of the the Jefferson Union High School District. Based on the Sphere Study annexation of the Bayshore Neighborhood would have no effect on the boundaries of the Brisbane School District, although both small districts are feeling the impacts of declining enrollment.

B. Preservation of Balance

1. Land Use Balance

Daly City: A review of distribution of land use by major type; industrial, commercial and residential indicates Daly City's distribution is unbalanced with a disproportionate amount, 8 percent, in commercial uses and 41 percent in residential uses. Using the

standard land use distribution suggested in the Community Builder's Hand Book,[9] Daly City's real deviation from normal is in the area of industrial uses where the proportion of land is very low.

Distribution of Major Land Uses Daly City and Standard

Major Use	Daly City	Standard
Residential	41.0%	39.0%
Commercial	8.0%	4.8%
Industrial	.8%	10.9%
Other	50.2%	45.4%

Source: Urban Land Use, City of Daly City

Based on proportion, the residential and commercial uses comparitively are not that far off.

As indicated by review of the Existing Land Use Map, removal of the Bayshore Neighborhood from Daly City would substantially reduce the existing industrially used land in Daly City. The loss of the residential and commercial uses would have some impact, but far more modest.

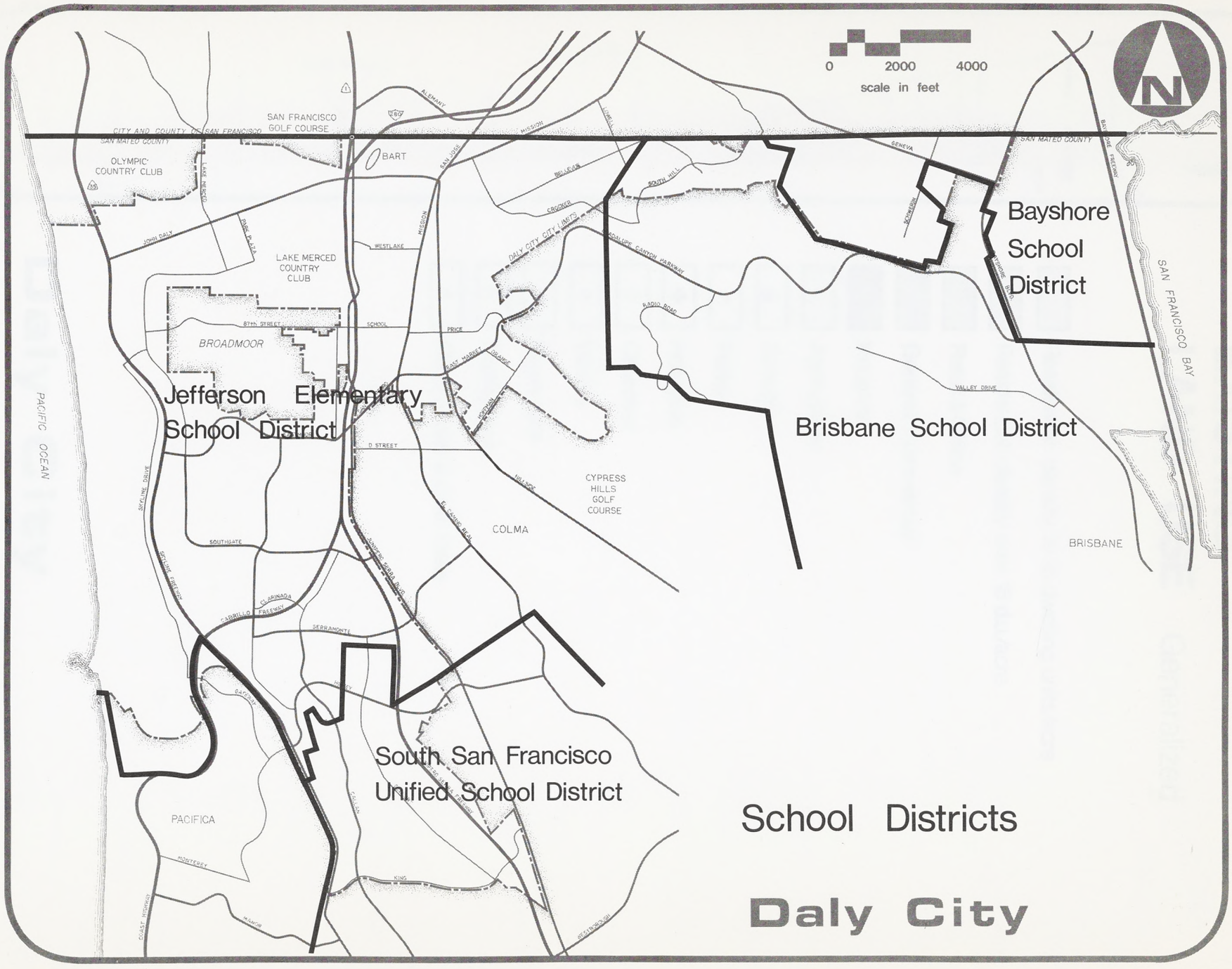
Brisbane: A proportional distribution of land by use in Brisbane shows an entirely different picture from that of Daly City. The predominant land use in Brisbane is industrial, 58 percent. Both commercial and residential proportions are low.

Distribution of Major Land Uses Brisbane and Standard

Major Use	Brisbane	Standard
Residential	11.0%	39.0%
Commercial	.6%	4.8%
Industrial	58.0%	10.9%
Other	30.4%	45.4%

Source: City of Brisbane Preliminary Draft, General Plan, Urban Land Use

Addition of the Bayshore Neighborhood to Brisbane would increase the City's already disproportionate industrial land uses and about double the residential land uses. The proportion of commercial


0 2000 4000
scale in feet
Bayshore School District
Brisbane School District
Jefferson Elementary School District
South San Francisco Unified School District
School Districts
Daly City
SAN FRANCISCO GOLF COURSE
CITY AND COUNTY OF SAN FRANCISCO
SAN MATEO COUNTY
OLYMPIC COUNTRY CLUB
LAKE MERCED COUNTRY CLUB
BROADMOOR
BART
DALY CITY CITY LIMITS
CYPRESS HILLS GOLF COURSE
COLMA
BRISBANE
PACIFIC OCEAN
SAN FRANCISCO BAY
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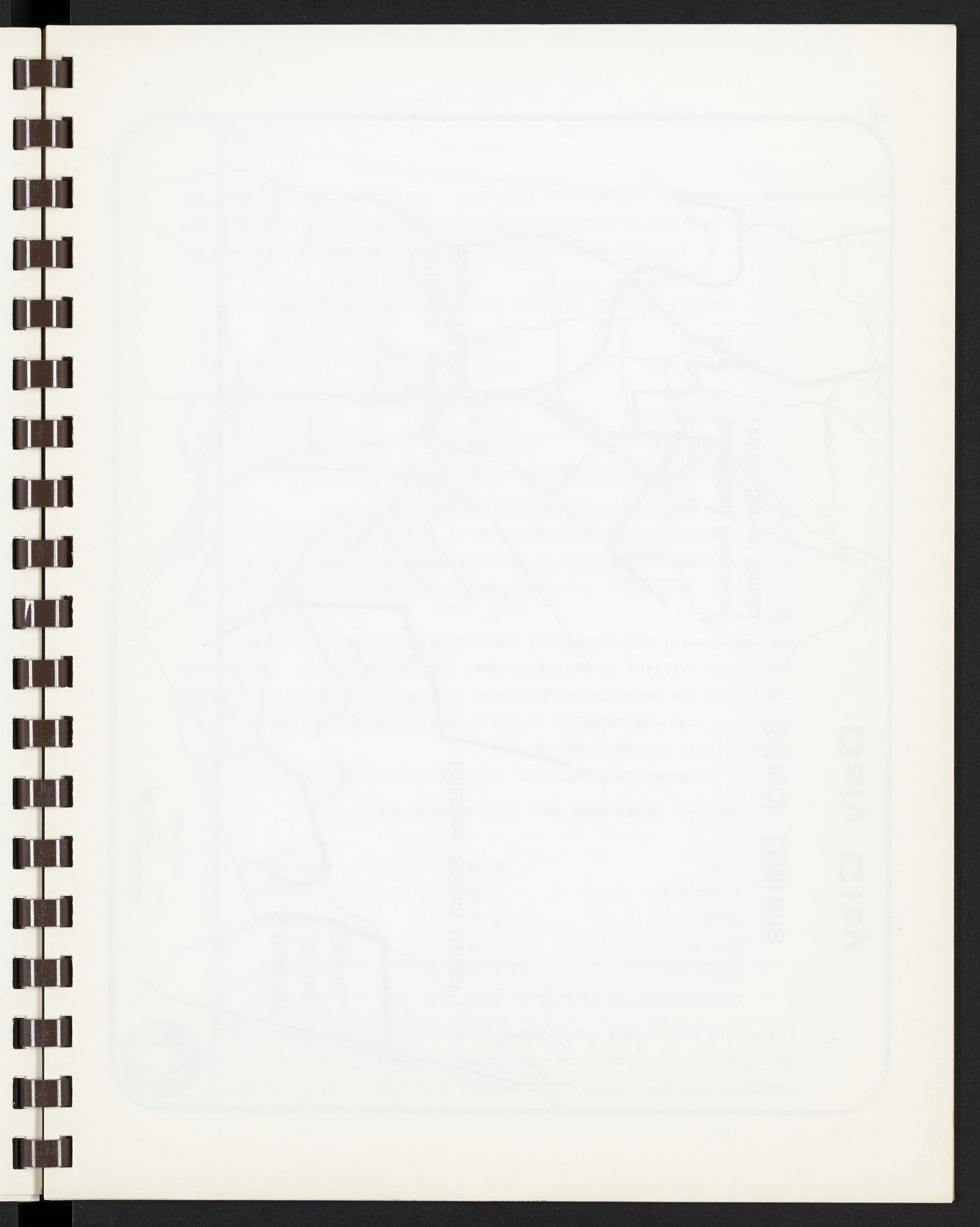
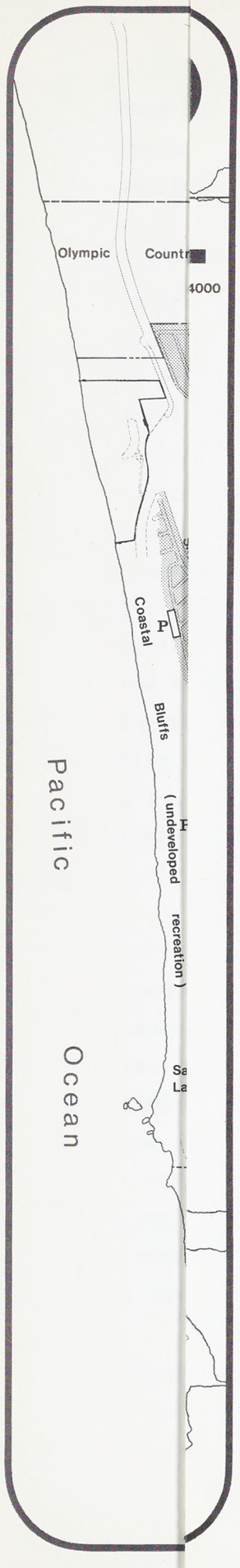




EXISTING LAND USE Generalized

- Residential: density to 18 dwelling units/acre
- Residential: density over 18 d.u./acre
- Retail & Office
- General Commercial
- Industrial
- Agricultural
- Schools
- P — Parks
- Hospitals
- † — Churches
- U — Utilities
- Reservoirs
- C — Cemeteries
- ★ — Other Public & Civic Uses

Daly City

EXISTING LAND USE Generalized

- Residential: density to 18 dwelling units/acre
- Residential: density over 18 d.u./acre
- Retail & Office
- General Commercial
- Industrial
- Agricultural
- Schools
- P Parks
- Hospitals
- † Churches
- U Utilities
- Reservoirs
- C Cemeteries
- ★ Other Public & Civic Uses

Daly City

land uses would also increase. In the overall balance, neither the increase in commercial nor residential uses would substantially offset the existing imbalance in industrial uses.

2. Economic, Social, Community Interdependence

Daly City: Despite the fact that the Bayshore Neighborhood is self-sufficient in many community services (elementary education, sewer, water) the neighborhood is clearly interdependent with the rest of Daly City. Bayshore residents shop, attend church, get medical services in the rest of Daly City. They receive police, fire, library, park and recreation and other services from the City. As a North County regional service center, Daly City competes easily with other areas providing similar services, but not as close to the Bayshore Neighborhood. In 1963 Bayshore residents chose to become a part of Daly City by a 543 to 116 vote. Local residents participate in civic activities such as general plan preparation, housing action committee and in high school district activities. They identify with Daly City. In return, Daly City provides the same level of service that other City neighborhoods enjoy. In addition, because of the unique social and economic problems in Bayshore. Daly City, a Block Grant Entitlement City, has placed projects in the Bayshore Neighborhood in a priority position in its annual Community Development Block Grant Program.

Brisbane: Bayshore residents consciously chose in 1963, not to become a part of Brisbane. The residents of Brisbane have a strong identity with their City and its current configuration. This sense of independence is expressed clearly in the Preliminary Draft of their General Plan: the City's population should not exceed 5,000 people;[10] maintain a low density residential character;[11] development in the Northeast Ridge should be revenue producing;[12] automobiles will be a principal mode of transportation for proposed developments;[13] ridgelines should be preserved as a visual amenity;[14] and concern about creating a new residential area and changing the traditional pattern of a compact, contiguous residential community.

Despite this strong sense of identity, the Brisbane area is clearly interdependent with its neighborhoods to the south (South San Francisco) and northwest (Daly City). Brisbane does not now have within

land uses would also increase. In the overall balance, neither the increase in commercial nor residential uses would substantially offset the existing imbalance in industrial uses.

2. Economic, Social, Community Interdependence

Daly City: Despite the fact that the Bayshore Neighborhood is self-sufficient in many community services (elementary education, sewer, water) the neighborhood is clearly interdependent with the rest of Daly City. Bayshore residents shop, attend church, get medical services in the rest of Daly City. They receive police, fire, library, park and recreation and other services from the City. As a North County regional service center, Daly City competes easily with other areas providing similar services, but not as close to the Bayshore Neighborhood. In 1963 Bayshore residents chose to become a part of Daly City by a 543 to 116 vote. Local residents participate in civic activities such as general plan preparation, housing action committee and in high school district activities. They identify with Daly City. In return, Daly City provides the same level of service that other City neighborhoods enjoy. In addition, because of the unique social and economic problems in Bayshore. Daly City, a Block Grant Entitlement City, has placed projects in the Bayshore Neighborhood in a priority position in its annual Community Development Block Grant Program.

Brisbane: Bayshore residents consciously chose in 1963, not to become a part of Brisbane. The residents of Brisbane have a strong identity with their City and its current configuration. This sense of independence is expressed clearly in the Preliminary Draft of their General Plan: the City's population should not exceed 5,000 people;[10] maintain a low density residential character;[11] development in the Northeast Ridge should be revenue producing;[12] automobiles will be a principal mode of transportation for proposed developments;[13] ridgelines should be preserved as a visual amenity;[14] and concern about creating a new residential area and changing the traditional pattern of a compact, contiguous residential community.

Despite this strong sense of identity, the Brisbane area is clearly interdependent with its neighborhoods to the south (South San Francisco) and northwest (Daly City). Brisbane does not now have within

the City the advantages of regional shopping facilities, health services, and entertainment centers among other activities. Like Bayshore residents, they are dependent upon a regional employment market and a regional transportation system.

Addition of the Bayshore Neighborhood will possibly create an interdependence between these two areas presently not shared, because of the combination of public services and new public safety arrangements. But Brisbane's regional interdependence will not be affected, nor will Bayshore's. Because of Bayshore's long fight to achieve a sense of identity, the task of becoming interdependent with Brisbane will take time and great motivation.

3. Economic, Social and Ethnic Balance

Daly City: Daly City is sufficiently large and diverse in terms of income distribution, that loss of the Bayshore Neighborhood would have little impact on the total income distribution of the City.

As a bedroom community, Daly City is unique. Since the mid-1970s there has been a substantial increase in the ethnicity of the population, predominantly groups from the South Pacific, Southeast Asia and Asia. Without a census it is difficult to determine if these ethnic groups are focused or dispersed throughout the community. In any event, school enrollments, community service records, etc., indicate a social change is taking place.

Based on the data available in the 1970 census, ethnic distribution in the Bayshore Neighborhood is not substantially different from the rest of the City. Therefore, a shift of this area to another jurisdiction would have no substantial effect on the City as a whole or on the Neighborhood.

Brisbane: Because Brisbane's base population is substantially smaller than Daly City's, annexation of the Bayshore Neighborhood would have a measurable effect on the City's income distribution. Based on available 1970 census data annexation would increase Brisbane's low income population by 10.5 percent to a majority of 56.5 percent. Middle and upper middle income groups would be reduced from 54 percent to 43.5 percent.

FAMILY INCOME DISTRIBUTION BAYSHORE, DALY CITY, BRISBANE

Showing Changes in Distribution if Brisbane Annexes Bayshore

	Total	0-$9,999 #	%	10,000-24,999 #	%	25,000-49,999 #	%	50,000 - #	%
Bayshore	902	593	66	303	33.4	6	.6	0	0
Daly City (w/o Bayshore)	16,788	5,283	31.5	10,579	63	855	5	71	
Daly City (w/ Bayshore)	17,690	5,876	33	10,882	61.5	861	5	71	.4
Brisbane	802	370	46	411	51	21	3	0	0
Brisbane (w/ Bayshore)	1,704	963	56.5	714	42	27	1.5	0	0

Source: 1970 Census Data

ETHNIC BALANCE TABLE

	Brisbane		Bayshore		Brisbane & Bayshore		Daly City	
	#	%	#	%	#	%	#	%
White	2253	75.0	1617	48.9	3870	61.3	45,507	68.0
Black	8	0.2	285	8.6	293	4.5	3,614	5.4
Spanish	647	22.0	661	20.0	1308	20.7	12,514	18.7
Amer. Indian	12	0.3	36	1.1	48	1.0		
Chinese	26	.8						
Japanese	6	0.1	636	19.2	694	11.0	4,417	6.6
Filipino	26	0.8						
Other	25	.8	73	2.2	98	1.5	870	1.3
TOTALS	3003	100.0	3308	100.0	6311	100.0	66,922	100.0

Source: 1970 Census Data

Note: Based on estimate by place of origin

In 1970 Brisbane's population was predominantly White, 75 percent. The only substantial ethnic group was Spanish speaking/surname, 22 percent. If the Bayshore Neighborhood were to be added to Brisbane, based on 1970 data, the White predominance would be reduced to 61 percent and the Spanish surname/language population to 20 percent. Substantial gains would be made in Oriental and Filipino populations, 11 percent, as well as in Black population, 4.5 percent.

4. Public Convenience

There are a number of services which make up "public convenience". Not all are governmental; some private; and some are traditionally delivered like sewer, water, police and fire. LAFCo has defined public convenience in terms of "The range of services the public agency is providing or could provide".[14] The relative distances to City Hall are less important in the long run if so few services are available that the user must drive anyway to another location for satisfaction.

Daly City: From its civic center, Daly City provides a range of full-time services and activities: including those of the City Manager, City Clerk, City Attorney, Building and Electrical Inspectors, Planning, electrical division, public works and engineering departments, police department, community meeting room, City Council Chambers, Housing and Community Development office, Redevelopment office, Office of the Fifth District County Supervisor and the Eleventh Congressional District office. Within one minute walk the following agencies and services can be found: Chamber of Commerce, Department of Motor Vehicles, City Personnel Office, Social Security Office, U.S. Post Office, Pacific Telephone Business Office and community meeting room. Daly City is also a major north county regional center for health services, retail shopping, entertainment and County services.

Brisbane: The range of services available at Brisbane's City Hall include City Manager/City Clerk, City Engineer, part-time building inspection and part-time planning staff. The police portion of the Public Safety Department is in the process of moving from City Hall to Fire Station #1. Within one minute walk is the Chamber of Commerce.

5. Government Organization, Administration, Level of Service and Personnel

Daly City: Incorporated in 1911, Daly City adopted the Council-Manager form of government in 1955. It is a full service City of over 75,000 population which has operated municipal government for 68 years. As a city, emphasis has been placed on attaining the highest level of training possible for its employee work force. Emphasis is also placed on preventive maintenance of the City's basic service systems, i.e., water, sewer collection, roadway, etc. During the past 10 years, over $1.5 million has been spent on maintaining the water system alone. The employee education summary in the Appendix indicates the great majority of City officials and administrators have completed college (74 percent); among the professionals and middle management personnel, 24 percent completed a Masters Degree, 29 percent college, and 24 percent an A.A. Degree: 44 percent of the top and middle managers of the Police Department have completed college degrees or higher; and 56 percent of the upper management of the Fire Department have completed at least 2 years of college level work.

Not only is Daly City's capability to provide a constant and improving level of service reflected in the high level of training found among its employees, and in its emphasis on prevention in maintenance, but also in the depth of personnel, which is critical. Daly City has a full-time City Engineer and a full-time Traffic Engineer; and a full-time street maintenance crew with engineering back-up, it also has eight staff members to enforce building and electrical codes, as well as a Fire Marshal and fire prevention and crime prevention officers and agencies. Furthermore, it has a full-time staff to operate and maintain the water system. Because of base size, each of these service capabilities could expand to meet the service demands of additional responsibilities. Certainly in some areas, staff expansion may be necessary, but these would be additions to an experienced team to all departments. Daly City has a large amount of sophisticated and expensive equipment which could be used with increasing efficiency. So while some equipment acquisition may be necessary, it would be less than would be necessary if no equipment were now available.

It should be pointed out, many cities experienced serious financial impacts from the passage of the tax initiative, Proposition 13. Yet Daly City has maintained a full service capability in spite of declines in property tax revenues. An independent state-wide study[15] indicates Daly City expenditures by functional area to be one of the lowest in the state while maintaining a high level of service. This indicates the City's ability to efficiently use its municipal revenues.

Brisbane: Brisbane is a much smaller community in both area and population than Daly City. The City was incorporated in 1961 and has had less than 20 years to develop municipal operations. As pointed out in the Sphere Study (pg. VI-28-36) the City has had difficulty maintaining its basic water and sewer systems. Maintenance staff in Brisbane has many responsibilities including water, sewer, parks, street and other maintenance.

Because of financial problems, the City has combined functions. Police and fire personnel now serve a dual public safety function and are supported, at least in fire protection, by other City staff and reserves. The ability and impacts of expanding these services to additional, intensively developed territory is another question. In terms of the Bayshore Neighborhood, the Sphere Study did not address the fundamental issue, not whether service could legally be provided, but what level of service could be financially and realistically provided. Currently the capability is less than the level of service Daly City is providing Bayshore.

6. Citizen Participation

Citizen Participation is defined by LAFCo as "methods available to the local agency which can provide a broad base for citizen participation".[16] The focus here is on the means available for participation in each City government.

Daly City: There are several methods and levels of participating in government in Daly City. Homeowners in the City are highly organized by neighborhood. There are some 8 distinct neighborhood associations. Elected officials and members of these associations closely follow the City actions which affect them, and attend public meetings and hearings of City decision-making bodies. Many of the City's

neighborhood associations are also politically active. One of the most visible of these organizations is the Bayshore Residents Association.

Residents also participate through standing committees and commissions. There are 9 such official commissions involving 115 members who are selected on the basis of their ability to represent the citizens of the community. The commissioners are supported by City staff and vacancies are publicly advertised. The meetings of all the commissions and committees are open to the public.

Finally, the resident public participates through elections in selecting the City's governing body, the City Council. Except for personnel sessions, the meetings of the Council are public and well advertised. Like most communities, citizen attendance varies at City Council meetings with the scope and magnitude of the issue.

The neighborhood associations and the commissions act as the watch dogs for geographic interests and various community organizations. Chamber of Commerce, health services, etc. monitor the issues pertinent to their constituencies.

Brisbane: Brisbane's participation system works fundamentally the same way Daly City's does, except there are fewer community-wide organizations and fewer "official" committees and commissions. The primary board of appointed officials is the Planning Commission. Thus there is less citizen participation. Access to elected officials is direct as is access to the Planning Commission.

Because of its smaller size, neighborhood associations are less formally organized and play a lesser role in the functioning of government. It is less easy to formally include geographical areas in the structured public decision making process.

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
BAYSHORE NEIGHBORHOOD			
Need and Ability to Provide Services, Impacts			
1. Resources a. Noise			
Expansion of industrial activity in north Brisbane and use of vacant area west of Bayshore Blvd., north of Guadalupe Parkway, could incrementally affect noise environment.	4	2	Bayshore Neighborhood is basically developed; little incremental impact, since remaining designated land use is predominantly residential.
b. Visual			
Future use of northern industrial area and area east of Bayshore at Guadalupe Parkway would impact a now visually open area.	4	3	Future development of hillsides south and west of Cow Palace in Daly City might be a problem, however, Daly City has slope regulations and plans to reduce potential impacts.
c. Energy			
No increase because Daly City now provides services; goal to increase self-sufficiency of neighborhood in terms of community facilities reducing resident trips; full-time City staff with ability to enforce energy conservation regulations.	5	2	Have to add services to cover area; services now available in area would be disrupted and some lost including library, fire station, recreation; Brisbane has only part-time code enforcement staff.

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
1. Resources (continued) d. Water			
Service capability, storage capacity and reliability in second source is available in Daly City; Dimond Public Utility District is anticipated to continue until District members decide otherwise; Daly City water rates significantly lower than Brisbane's.	6	3	Dimond Public Utility District will be reallocated to Brisbane to consolidate small, single purpose districts; Brisbane water from Hetch Hetchy via single line; second line down for several years; distribution system needs repair; staff capability inadequate to absorb Dimond.
e. Open Space			
Bayshore area surrounded by open space, protected in adopted general plan, zoning regulations and subdivision dedication; internal open space in 3.5 and 14 acre parks.	5	3	Preliminary Draft Plan does not address Bayshore area; advocates protection of San Bruno ridgeline.
f. Topography			
Bayshore is part of Visitacion Valley; slope is away from central Brisbane in Guadalupe Valley.	4	6	Northern industrial area lies between Bayshore and the Bay; Ridge of San Bruno Mountain between central Brisbane and Bayshore Neighborhood.
2. Extension of Services a. Police			
Now providing service at level equivalent to rest of City; special staffing and depth of personnel required to meet event needs at Cow	6	2	Not now providing service. Will need 11 new officers to serve this area; police service through dual function Public Safety Department;

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
2. Extension of Services (continued)			
a. Police (continued)			
Palace; 22 officers on call at lowest staffed shift; 24-hour communications in City; per capita cost per annual employee $8.76.			communications shared with San Mateo County; now 3 officers per shift with dual role; per capita cost per annual employee $11.79.
b. Fire			
ISO Class 4; staffed station centrally located in neighborhood; engine and aerial apparatus in station; 24-hour staffing, prevention and alarm staff; possible relocation and expansion of current staffing and equipment if adjacent area developed in Daly City.	6	1	ISO Class 5, classification before combined public safety functions; staffed station 3 miles away; need additional special equipment for Cow Palace and industrial area; no training, prevention and alarm staff among approved/authorized positions; new public safety facility will not reduce substantially distance from Bayshore.
c. Access			
Bayshore Blvd., Geneva Ave.; City proposed new Carter-Martin extension connection to Guadalupe Canyon Parkway and I-280 thru Daly City; Daly City has improved access with signals; most local shopping, entertainment, health, etc. needs met in Daly City or San Francisco.	3	4	Bayshore Blvd.; one access from Brisbane to Bayshore; need improved access to 101; most local shopping, entertainment, health, etc. needs met in Daly City or other cities.

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
2. Extension of Services (continued) d. Transportation/Circulation			
Provide additional access to regional traffic generator ($2 million) and improve internal circulation; full-time street maintenance staff and Traffic Engineer now available for Bayshore; adopted Circulation Element with policy to support implementation of plan; installing additional signal equipment in neighborhood to increase efficiency; capable of getting transportation funding.	5	2	Now providing area no service; plan acknowledges standing problems at Tunnel Road and 101 and need for additional links to 101, costs will be substantial; maintenance staff has a number of responsibilities in addition to streets.
e. Drainage			
By flume thru Brisbane; appropriate flume cleaning equipment available in Daly City; City appropriated $85,000 of HCDA funds for drainage improvements in neighborhood.	3	5	Drainage passes through open flume; have to purchase appropriate maintenance equipment.
f. Sewage			
Bayshore Sanitary District; treatment contracted with City of San Francisco; if desired by Sanitary District, NSMCSD which serves the remainder of Daly City has experience and ability to serve area.	3	4	Sewage treatment and transfer responsibilities handled by GVMID, City maintains collection system; combine Bayshore Sanitary District with City system whose administration is less experienced in sewer matters.

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
2. Extension of Services (continued) g. Solid Waste			
Since April 1978 Daly City Scavengers; with Carter-Martin extension Daly City Scavengers will be more efficient than available alternatives; transfer station financed on assumption of Bayshore tonnage.	6	4	South San Francisco Scavengers; soon deposit at Ox Mountain.
h. Parks and Recreation			
1 acre per 1000 residents, 79,400 square feet indoor facilities plus cooperative agreements with school districts; Bayshore 3.5 acre developed neighborhood park; purchased 14 acres for community park; lease 10,000 square feet Midway School for indoor programming; 1 full-time CETA recreation staff person in neighborhood; 43 person full-time park, recreation and maintenance staff.	5	2	1/6 acre per 1000 residents; no indoor facilities; plans include additional outdoor facility in central Brisbane; recreation program operated by 2 full-time CETA employees; park maintenance one of many maintenance staff's responsibilities.
i. Library			
City library system with branch in City-owned building open 32 hours per week; equivalent County Class 3 library; if Northeast Ridge develops in Daly City, City will provide additional service there or combined facilities to achieve the equivalent of County Class 2 library to serve both areas.	6	2	One County library branch open 24-hours per week; plans to upgrade to Class 3 open 35 hours a week; County has no plans for service in Bayshore should City service be discontinued as a result of detachment.

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
2. Extension of Services (continued) j. Schools			
Bayshore School District; Bayshore high school students attend Serramonte High School in Daly City.	6	4	Brisbane School District; Brisbane high school students attend Jefferson High School in Daly City.
Preservation of Balance			
1. Land Use Balance			
City-wide imbalance, surplus of commercial and residential uses substantial deficit of industrial uses; loss of Bayshore would increase industrial deficit.	6	2	Brisbane now has a disproportion of industrial land uses, is deficient in residential and commercial uses; addition of Bayshore, increase disproportion of industrial use while increasing residential and commercial uses but not enough to off-set current industrial imbalance.
2. Economic, Social, Ethnic Balance			
Loss of Bayshore little impact on City-wide income and ethnic distribution.	5	3	Adding Bayshore to Brisbane would increase proportional low income population and reduce middle income; improve ethnic balance.
3. Economic, Social, Community Interdependence			
Bayshore residents are dependent on shopping, health, entertainment, etc. activities offered by Daly City;	5	3	Bayshore residents antagonized by Brisbane annexation of industrial land in early 1960's; public senti-

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
3. Economic, Social, Community Interdependence (continued)			
chose to become a part of Daly City; participate in City programs, committees and action groups; neighborhood is a priority for Federal assistance funds coming to Daly City			ment as reflected in Preliminary Draft Brisbane Plan discourages additional non-contiguous residential area; regionally Brisbane residents go south, west and north including Daly City for shopping, health and entertainment; annexation would make it necessary to overcome historic differences between Brisbane and Bayshore.
4. Public Convenience			
Broad range of full-time services available at City Hall including Supervisorial and Congressional District Offices; substantial number of services within easy walking distance including Chamber of Commerce, Social Security, Motor Vehicle, telephone business offices, post office.	5	3	Some full and part-time City service available at City Hall; Chamber of Commerce within easy walking distance.
5. Government Organization, Administration, Level of Service, Personnel			
Full service City of over 75,000; emphasis is highest possible level of training in employee workforce; focus on preventive maintenance; size allows for depth	6	3	City size 3,110; legal organization allows for full service capability but size and revenue create efficiency problems and service limitations; combined functions have been used to

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
5. Government Organization, Administration, Level of Service, Personnel (continued)			
of staffing and specialization resulting in greater efficiencies and ability to reduce labor needs by purchase of capital intensive but efficient equipment; expenditures by functional area per capita among lowest in State while providing a high level of service.			increase efficiency and reduce costs in service delivery and maintenance; impact of annexation on combined functions is unclear as is the impact on level of service; the Sphere Study does not address these factors.
6. Citizen Participation			
Large number of local organizations through which citizens participate in government including neighborhood associations; 9 official committees and commissions; resident voter elections; all meetings open to public.	5	5	Fewer and less clearly identifiable local organizations; fewer official commissions; resident voter elections; all meetings open to public.
TOTAL SCORE	109	67	
POSSIBLE SCORE	132	132	

FOOTNOTES: Section IV

1. Daly City General Plan, pg. 83; 49, 46
2. The Sphere Study does not indicate intention to expand these roles although it does indicate some increased revenues.
3. The 44" line through Brisbane is currently down for repairs and has been for several years.
4. Brisbane's system problems were outlined in the Sphere Study. The Background Report of the Daly City General Plan Community Facilities addresses the problems of the Dimond Public Utility District.
5. Part of the Police Station is now located in Fire Station #1. It is not clear when the move will be completed. The red telephone for reporting police problems is still located at City Hall.
6. Brisbane Preliminary Draft General Plan, pg. 21.
7. Brisbane Preliminary Draft General Plan, pg. 23.
8. User Survey, June 3, 1976.
9. Urban Land Use, Community Builder's Handbook, 8th Printing, 1971.
10. Brisbane Preliminary Draft General Plan, July 1979, pg. 11.
11. Brisbane Preliminary Draft General Plan, July 1979.
12. Brisbane Preliminary Draft General Plan, July 1979, pg. 14.
13. Brisbane Preliminary Draft General Plan, July 1979, pg. 17.
14. Brisbane Preliminary Draft General Plan, July 1979, pg. 20.
15. California Polytechnic University, Per Capita Expenditures for California Cities, February, 1979.
16. General Policies and Criteria for the Development and Determination of Spheres of Influence, adopted September 18, 1974, and revised June 18, 1975, Paragraph 1, Authority Section 2.

V. Northeast Ridge – Crocker Industrial Park

V. NORTHEAST RIDGE - CROCKER INDUSTRIAL PARK

Because of LAFCo policies which place an emphasis on achieving a balance of land uses[1] and the financial feasibility of future use of the Northeast Ridge and Crocker Industrial Park areas,[2] these two areas have been combined for this analysis and their service needs evaluated concurrently. The Sphere Study (Section IV) provides a description of the existing and planned uses for the Northeast Ridge-Crocker Industrial Park. The same information where pertinent is used as a base for analysis in this report.

The City of Daly City finds that the Sphere Study did not systematically apply the General Policies of the Commission for both jurisdictions (Daly City and Brisbane) under consideration to the Northeast Ridge and Crocker Industrial Park. For this reason, the following analysis has been developed for the Commission. The Matrix at the end of this section summarizes services and impacts for both Daly City and Brisbane. The recommended sphere assignment is found in Section II of this report.

A. Need and Ability to Provide Services and Mitigate Impacts

1. Resources

a. NOISE

Daly City: Noise monitoring done by San Mateo County measures the noise levels in the Crocker Industrial Park at 55 CNEL.[3] The Northeast Ridge is now undeveloped. If development occurs as projected in the County's General Plan, it is anticipated that temporary noise generated from normal construction practices would occur.

The County's General Plan designates the Northeast Ridge for primarily residential development with some commercial and community facilities and, as such, these land uses are not considered as noise generators. However, the ambient noise environment of the completed project is anticipated to be acceptable for residential uses.[4] Because of topography, distance and the existing land use pattern in adjacent Daly City, there are no noise impacts on the Northeast Ridge and Crocker Industrial Park. Highway traffic is now a source of noise to the area.

Brisbane: The existing noise measurements in the Crocker Industrial Park do not indicate an adverse impact on Brisbane. Because of distance and the existing land use pattern Brisbane has a negligible impact on the Northeast Ridge and Crocker Industrial Park.

The exception is noise generated from major highways. Truck traffic noise, for example, from the Crocker Industrial Park impacts all adjacent communities equally since the only ingress and egress is on highways that traverse Daly City, Brisbane and South San Francisco. There are no direct roadway connections between Brisbane and Crocker Industrial Park.

b. VISUAL

The General Policies of the Commission refer to the visual impact of "artificial lighting" (pg. A-7, Sphere Study). Other considerations for visual impact are found in the Environmental Checklist (State EIR Guidelines, Form PPE-2A). The checklist's concern is whether a proposal will produce new light and glare, obstruct any scenic vista, or create an aesthetically offensive site open to public view.

Daly City: The visual impact of the Crocker Industrial Park and the proposed development of the Northeast Ridge are viewed as positive impacts. Considerable attention to architectural and landscaping design has been included in the development of the Industrial Park. This same attention to design on the Northeast Ridge is of prime concern to Daly City. Future residents of the Northeast Ridge will have the view of expansive rooftops of the industrial warehouses. This impact has been minimized by the regulation of rooftop mechanical equipment. The night lights as viewed from the Northeast Ridge to the Crocker Industrial Park are considered to be positive and, although the industrial area does not have a resident population, the reverse view will also be positive. Conversely, the views primarily from the Northeast Ridge to Daly City are that of an urbanized area punctuated by the Cow Palace. Since this view is a distant one, it is anticipated to be positive, particularly the view of night lighting.

Brisbane: The visual impact of the Crocker Industrial Park and the proposed development of the Northeast Ridge on Brisbane are,

also, viewed as being positive impacts, and, for the same reasons noted above. The view for the future residents of the Northeast Ridge to the residential areas of Brisbane is a positive one both during the day and evening. It should be noted, however, that the view to the switching yards in Brisbane from any direction is a negative impact although it is mitigated by distance.

c. ENERGY

Energy as a substantive consideration is not among the factors in Section 54774 of the Government Code for purposes of determining a sphere of influence. The General Policies of the Commission, also, do not identify energy as a factor. Therefore, it is assumed that the discussion of energy in the Sphere Study relates to the requirements of California Environmental Quality Act (CEQA).[5] Consistent with CEQA, energy consumption of individual development projects will be evaluated as a part of each project's EIR. However, the potential energy impacts of assignment of the Northeast Ridge-Crocker Industrial Park to one jurisdiction or another should be evaluated here. Consistent with CEQA's energy goals of decreasing overall energy consumption and increasing reliance on natural gas and renewable energy sources several categories may be used for energy evaluation: ability to provide essential services with energy efficiency; ability to provide community services with energy efficiency; ability of the jurisdiction to carry out energy mitigations indicated in EIRs; and availability of alternate modes of transportation and access. Finally, how would the proposed action add to existing levels of energy consumption.

Daly City: Since 1974 Daly City, under agreement with the Guadalupe Valley Municipal Improvement District (GVMID), has provided the essential public services of police and fire protection to the Crocker Industrial Park. These services are provided by a police patrol beat and from the Geneva Avenue (#3) Fire Station. Cost and energy efficiency is achieved because Daly City already provides these services to its Bayshore Neighborhood, adjacent to the GVMID area. The original agreement between Daly City and GVMID has been renewed several times. Daly City continuing to provide these essential services would not

require any substantial increase in energy consumption, and fire station relocation to the Northeast Ridge area would result in some energy savings.

If placed in its sphere of influence, Daly City proposes to locate a branch library, fire station, supervised community facility and recreation program in or immediately adjacent to the Northeast Ridge development. Close proximity would allow future residents to walk or ride bicycles to these areas, thus conserving energy.

Daly City's ability to "follow through" on required energy mitigations is evidenced in its full-time planning, engineering, traffic engineering and inspection staffs. In addition, the City of Daly City has a record of promoting energy conservation activities including an energy conference (June, 1979), participation in the County weatherization program and coordinating with the authors of the National Electrical Code to get a clearance for insulating over knob and tube wiring. The City's professionally staffed HCDA office is also pursuing extensive weatherization efforts.

SamTrans buses now serve the Crocker Industrial Park, although bus service to BART from Brisbane has recently been discontinued. Given sufficient ridership SamTrans indicates BART service would be reinstitued. Daly City would encourage reopening this line and any other bus service when the Northeast Ridge is developed.

In short, assigning the Northeast Ridge-Crocker Industrial Park area to Daly City would not substantially increase energy consumption over that now expended by the City to serve the area. In addition, by providing a number of public and community services "on site" the energy consumption of future residents will be less than if assignment were to Brisbane which does not indicate an interest/ability in providing the same services within the Northeast Ridge area.

Brisbane: In its Preliminary Draft General Plan, Brisbane commits to accepting the County's Plan for the Northeast Ridge if it is assigned to Brisbane's sphere. But Brisbane does not make any committment or comment on providing other community services within the area including staffed indoor or outdoor recreation facilities,

libraries or fire stations. Therefore, to obtain these services (except fire and police) residents will have to travel to central Brisbane, where they are now available. Public safety services (fire and police) will be provided from the new Public Safety Facility near central Brisbane. Fire and police services will be delivered; fire with greater energy consumption than if a station were located in the Ridge development.

Brisbane has contracted part-time building inspection and planning services. The City Engineer also serves some public safety administrative functions. As a result, on-line staff is limited for carrying out energy mitigations or developing local energy conservation programs.

The Crocker Industrial Park is served by SamTrans at 7:10 and 8:10 a.m. and again at 4:10, 5:10, and 6:10 p.m. The main bus service is along Old Bayshore about every thirty (30) minutes during the day. The Brisbane to BART bus service has been discontinued and is not likely to resume with regular BART service.

In conclusion, to properly serve the Northeast Ridge and Crocker Industrial Park, Brisbane would have to expend considerable energy to duplicate the services that are now being provided by Daly City. The City would have to "staff-up" to carry out energy mitigations for development in the Northeast Ridge and Crocker Industrial Park and to coordinate with agencies that provide weatherization programs and alternative modes of transportation. Residents would have to travel for services which Daly City would provide on site.

d. WATER

Before assignment of an unincorporated urbanized area like the Crocker Industrial Park is made to a city, the city should be able to demonstrate that it has the financial and engineering capability to provide water through a reliable system.

Daly City: Daly City has two sources of water; one source from wells and the other from San Francisco. Three (3) San Francisco water mains serve Daly City. More important, the City has an effective system of interties and valves so that any leak or break

occurring in one main could be isolated, while the remaining two lines serve all consumers. Plans by San Francisco to add a fourth line through Daly City will further enhance the City's service reliability. Water storage capacity exceeds 285 gallons per resident, an important factor for fire fighting and emergencies.

In 1971 the American Insurance Association, successor to the National Board of Fire Underwriters, classified Daly City's water supply system at a Class 3 (Class 1 is the highest rating). The City received 455 deficiency points. Over the years, Daly City has been repairing the problem areas. (See Appendix)

During emergencies an alternative supply of water can be critical to a city. Not only does Daly City have three San Francisco mains, it also has a system of wells giving it immediate access to the groundwater system. Maintaining these wells as well as a treatment plant and water testing laboratory are key factors in the reliability of the Daly City water system. Brisbane's water rate is 18 percent more than Daly City's rate for 600 cu. ft.; 73 percent more for 2,400 cu. ft.

Brisbane: Brisbane has a single source of supply which is from San Francisco. The City is served by two San Francisco water mains, one of which has been out of service for several years. The system of interties and valves is less effective than Daly City's and as a result the ability to continue service in an emergency is less.

In 1976 the American Insurance Association, successor to the National Board of Fire Underwriters, evaluated Brisbane's ability to extinquish fires from a water supply standpoint. The City was Classified 5 (Class 1 is the highest) and given 590 deficiency points.

San Francisco indicates that it plans to refurbish Brisbane's second main line and someday add a third line. But no action is currently taking place. Brisbane's storage capacity is about 106 gallons per person and this capacity is inadequate to maintain fire flow requirements in some areas of the City.[6]

e. OPEN SPACE

Open space will be reviewed based on the type of development occurring or planned for the Northeast Ridge and Crocker

Industrial Park and the jurisdictions ability to maintain it. In addition, the policies and practices of each city will be surveyed to determine the effect of the addition on each city's ability to extend services.

Daly City: The Department of Recreation, Parks and Maintenance employs 43. The only responsibility of this department is recreation programming and maintenance and care of the City's community facilities, parks and open space. In addition, the City's Police and Fire Departments have a collective expertise and are highly trained to maintain and secure large open space areas. The current GVMID contract for police and fire service includes emergencies (fire and police) in the grasslands of the Northeast Ridge area.

The Crocker Industrial Park is near completion and the design work has resulted in a "park-like" setting for the industrial buildings. The long range concern is continued implementation of items 1 through 11 of the General Planning Standards for the Park and enforcement of the Declaration of Protective Covenants. Daly City has the staff on-line to insure continued maintenance of this area.

The Northeast Ridge is in the planning stages. Daly City's adopted policies in the General Plan acknowledge the need to preserve open space. These policies include provisions for "protection of recreation opportunities and visual amenities".[7] At present, Daly City is also reviewing a code amendment to establish a park land dedication requirement of two (2) acres per 1000 population. The proposed code amendment will be finalized prior to any development in the Northeast Ridge area.

Brisbane: While surrounded by the unincorporated open spaces of San Bruno Mountain, Brisbane has little or no City-owned open space. The Preliminary Draft Plan recommends that areas over 40 percent slope be left open;[8] but public reaction to following this in already subdivided steep areas indicates preservation of even excessively steep areas within the City may be difficult.[9] The Preliminary Draft Plan does recommend, however, that Owl and Buckeye Canyons be preserved. These canyons are described as open space in the City's Preliminary Draft Open Space Element.

However, the Open Space Element does not establish any open space standards, so it is difficult to know what open space requirements might be applied to future development.

f. TOPOGRAPHY

The Sphere Study references topography in a number of places and the General Policies of the Commission include topography as a factor (pg. A-7). In this report topography is addressed in the drainage and visual sections.

Since the Northeast Ridge and Crocker Industrial Park drain to "waters of the State" across "lands of the State" (Guadalupe Canal) and sewage is treated by the City and County of San Francisco, topography as it relates to drainage and sewage is not a factor in either jurisdiction's favor. The slope of the land is the same for whichever agency ultimately receives the assignment.

2. Extension of Services

The most significant consideration in planning and shaping the logical and orderly development and coordination of an area to advantageously provide for the present and future needs of people is the extension of services. Section 54774 of the Government Code seeks to (a) establish the maximum possible service area, (b) survey the range of services that are or could be provided, (c) identify the present and probable future service needs of an area, (d) assess the agency(ies) presently providing such services, and (e) to identify existing social and economic interdependence between a given area and adjacent communities. These items as they apply to extension of services will be evaluated for both Brisbane and Daly City below.

a. POLICE

Daly City: The full complement of Daly City police services is currently being provided by Daly City to the Northeast Ridge and Crocker Industrial Park. Since January 1, 1975, under agreement with GVMID, Daly City has provided police protection to the area. Additionally, informal agreements exist between the Daly City Police Department, the County Sheriff's Office and the California Highway Patrol to have Daly City patrol areas even beyond the Northeast Ridge and Crocker Industrial Park. Daly City has demonstrated since January 1,

1975, that its police service to these areas is cost effective and is provided for fewer dollars than could be provided by any other local agency.

The Daly City Police Department has a modern, well-equipped communications center located at City Hall. This 24-hour a day operation is staffed by not less than 2 dispatchers at all times. Each shift of dispatchers is backed up by a Station Supervisor and desk person who handles complaints. The DCPD beat officers phone in crime reports to the station to a special recorder, thus maximizing the amount of time each officer spends in the patrol district. North County detention facilities are shared; and they are located at Daly City's City Hall.

In addition to its depth and the number of patrol officers it fields, the DCPD has 28 sworn personnel assigned to administrative, investigative and support services. These field support activities include a Detective Division, a full-time laboratory person, Community Relations/Crime Prevention Division, full-time Records Division, full-time Training Division and a full-time Traffic Officer.

The Sphere Study discusses the concept of "average police personnel per 1000 residents" (pg. VI-64) which is a generalized concept that can be extremely misleading. More to the point would be a concept that considers the nature of the Study Area in question. Certainly a major installation such as the Cow Palace with its great influx of motorists, tourists, etc. has considerable implications to police training, patrolling, etc. Over and above the concept of average police personnel per 1000 residents, it must be noted that Daly City has at least as many officers on patrol at any given time as the Sphere Study claims that Brisbane can provide. In addition, Daly City has a trained in-depth response force available to attend to any major occurrence in the entire Study Area. At minimum shift, graveyard, Daly City can field 22 officers if necessary. This depth clearly demonstrates Daly City's capability in providing essential public services to the area. Moreover, since contracting with GVMID, Daly City has proven this capability on several occasions. (The Appendix describes police operations in Daly City.)

Brisbane: In 1978 in response to budget constraints Brisbane consolidated its Fire and Police Departments into a Public Safety Department. Although there may be sound arguments favoring public safety departments, they are very much in the experimental phases. Employees fill dual roles both as a firefighter and police officer. One misleading statistical result is that as in the Sphere Study the total number of safety personnel are first counted as police officers then again as fire personnel. Because a major fire and major crime could occur at the same time, personnel cannot be counted twice. There is precedence to combined functions in San Mateo County in Foster City, although this department now only has dual functions at the administrative level.

The Brisbane Public Safety Department provides emergency communications at City Hall only during working hours. At night and on Saturday, Sunday and Holidays, the San Mateo County communications center in Redwood City fields calls and dispatches Brisbane police. Although now located at City Hall, the police department is in the process of moving to Fire Station #1. Eventually a Public Safety Facility will be built to house the department and serve the entire City, including the Northeast Ridge-Crocker Industrial Park if annexed. The Brisbane City Budget indicates no authorized positions for police training, community relations, crime prevention, detective or crime laboratory. Brisbane shares the detention facilities, where bookings occur, at Daly City City Hall.

Brisbane does not plan on adding any professional Public Safety staff if the Northeast Ridge and Crocker Industrial Park are annexed. This indicates not only a continuation of the combined Public Safety role; but a further stretching of existing personnel. Daly City fire and police staffing is now covering the Industrial Park.

b. Fire

Daly City: Under the same Police and Fire Contract with GVMID, the Daly City Fire Department has been providing a full

complement of fire protection and prevention services to the Northeast Ridge and Crocker Industrial Park. These essential services have been provided since January 1, 1975. This contract at a current rate of approximately $100,000 per year (for both fire and police) is cost effective for the client (GVMID). Since 1975 no agency has submitted a proposal to GVMID to do it for less.

Daly City's Geneva Avenue Station is closer to the Northeast Ridge than Brisbane's only staffed station (#1) and is fully capable in terms of equipment and staffing to provide fire protection to the Northeast Ridge as it develops. Moreover, Daly City proposes relocating the Geneva Station to a location in or adjacent to the Northeast Ridge and adding an engine company and equipment (9 positions) to the current level of staffing (15 in three shifts) now at Geneva . The new station would provide a more efficient level of fire protection for both Bayshore Neighborhood and the Northeast Ridge-Crocker Industrial Park. Daly City's fire fighting apparatus is more diversified than Brisbane's. In addition, Daly City would require the developer of the Northeast Ridge to install fire alarm equipment necessary to maintain a Class A fire alarm system for the area. Finally, Daly City has a four person Fire Prevention Bureau for City-wide code enforcement, inspection, education and research; Class A Fire Alarm System manned 24 hours a day; a Division of Training with a full-time training officer (personnel accumulated 20,366 hours of training in 1978-79).[10] Daly City has an I.S.O. Classification of 4 (on a scale of 10 with 1 being highest).

Daly City on a first alarm response can provide two engines averaging three and one-half men per engine, one ladder truck with two men, and one chief officer; in total the City bring to a fire response three pieces of equipment and ten men. The first engine arrives within 4 minutes. Capability for second alarm is a repeated first alarm response, namely, ten additional men and three additional pieces of equipment. Therefore, Daly City without going to mutual aid, could bring twenty men, six peices of fire fighting equipment, including two ladder trucks to a fire scene, the above total

first and second response manpower could be achieved within ten to twelve minutes. Ultimately, Daly City's total committment would yield six engine companies, one combination water tower/engine company, and three ladder companies. Between 1970 and 1974 Daly City did not once request mutual aid and responded to mutual aid calls 123 times.[11] Included in the services provided under contract is Daly City's Training Division and Fire Prevention Bureau.

Brisbane: The Brisbane Public Safety Department provides a dual function police and fire safety service. The average daily manning of Station #1 cannot be determined because of the dual function of the Public Safety Department. Further, there appears to be a heavy reliance on outside assistance through the mutual aid agreements. Between 1970 and 1974 Brisbane called for mutual aid 8 times and gave aid 9 times (none of the 9 calls outside were to Daly City). The in-house manpower reserve capacity is minimal. In addition, the Department lacks a division of training. The existing location of Brisbane Station #1 is closer to the core of the Crocker Industrial Park but further from the Northeast Ridge than Daly City Station #3. The proposed location of the Public Safety Facility will reduce Brisbane's response time to the Northeast Ridge, but not less than Daly City's proposed station within the area.

Brisbane budgets do not indicate authorizations for a Fire Prevention Bureau or a specific Training Officer. Manpower is supplemented by reserve officers (City employees not in the Public Safety Department) and volunteers; but the availability of these is dependent to some extent on the time of day the fire occurs. A review of Brisbane's fire apparatus inventory as shown in the Sphere Study indicates to provide service to the Northeast Ridge the City would have to purchase equipment capable of an elevated master stream (for low-medium-high rise residential structures) as well as additional laddering capability. Both types of equipment are now available in Daly City; so Brisbane's purchases would be a duplication of existing service capability.

c. ACCESS

Access is available to the Northeast Ridge and Crocker Industrial Park via Highway 101, I-280/Guadalupe Canyon Parkway, Bay-

shore Boulevard; and Geneva Avenue. All of these routes traverse more than one community and most of them cross both Daly City and Brisbane at some point within the study area.

Daly City: The City of Daly City has demonstrated in its investments in signalization, roadway improvements and new streets within the Bayshore Neighborhood alone, the capability (managerial, financial, maintenance, professional) to provide improved access when and where needed. The Carter-Martin extension to be completed in 1981 is estimated to cost $2 million. (See Bayshore Neighborhood, Transportation/Circulation Section). So while access to the Northeast Ridge-Crocker Industrial Park is now a given, Daly City is proven capable of and has staff on-line to anticipate and respond to future access needs of the area.

Brisbane: Brisbane has had two long term access problems, quarry trucks using Central Brisbane's entrance and Tunnel Road. Limited finances have been a factor in the resolution of these problems. In addition the Preliminary Draft General Plan proposes two new accesses to Highway 101. The extension from Bayshore Boulevard at Guadalupe Canyon Parkway particularly would benefit present and future Northeast Ridge-Crocker Industrial Park users; but there appears to be strong local opposition to the right-of-way across Icehouse Hill. Funding for this project is also unclear.

d. TRANSPORTATION/CIRCULATION

Daly City: Daly City has a full time staff including management, police, and engineering personnel who deal directly with all matters affecting transportation within the City. For example, the City Manager's Office, the Police Department, Planning Division, and the Traffic Engineer deal with traffic matters related to access, street improvements, traffic signals, traffic signs and markings, pedestrian crossings, school crossing guards, bus routes and bus stops, bicycle routes, and other traffic problems such as, the BART station.

Daly City has adopted a Circulation Element as a part of the General Plan. The Element includes a functional street system plan. a bus routes plan, a bicycle plan, a parking program, a scenic highways plan, and a system of trails. The ocean to bay trail will serve

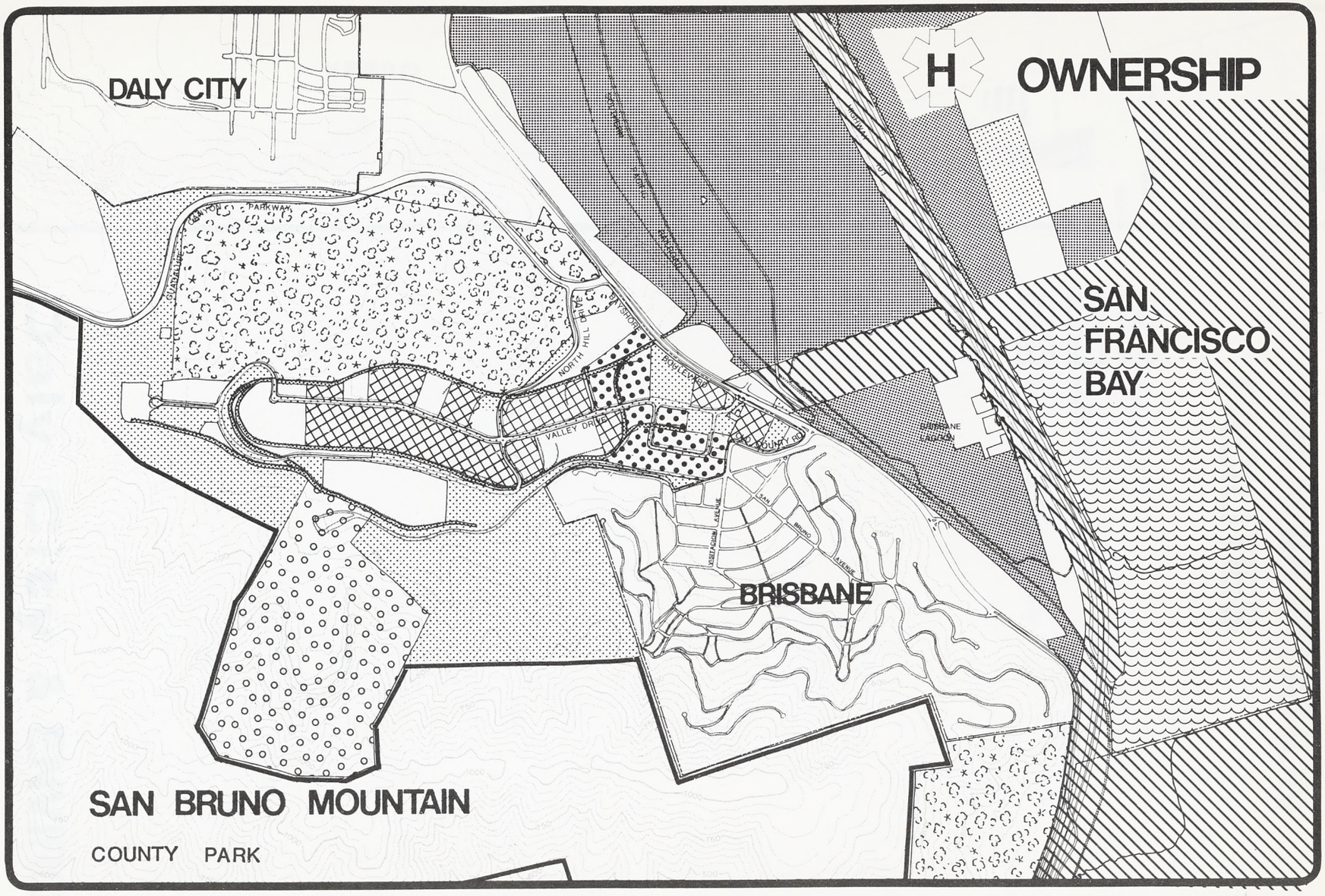
the Northeast Ridge-Crocker Industrial Park along Guadalupe Canyon Parkway.

The Transportation Facility Map as contained in the General Plan illustrates the diverse range of freeways, major arterial streets, and collector streets that are a part of the overall transportation network in Daly City. The functional street system plan is used by Staff as a basis for establishing priorities for funding of circulation improvements, such as new arterial streets, connections to new subdivisions, traffic signals and other traffic control installations and street maintenance requirements. Because this element is adopted and current, as such, it is the basic planning tool for integrating and evaluating traffic impacts such as new access to Guadalupe Canyon Parkway required by development on the Northeast Ridge or a new route for Quarry trucks through the Industrial Park to Guadalupe Parkway.

Brisbane: To provide the level of transportation planning needed for development of the Northeast Ridge and a new route for Quarry trucks, Brisbane would have to add new employees, thus duplicating an existing capability in Daly City. Time delay for staffing may also be caused which could affect adjacent jurisdictions such as South San Francisco and Daly City.

e. DRAINAGE

The primary drainage for the Northeast Ridge-Crocker Industrial Park is through the Guadalupe Canal which is both "waters of the State" and "lands of the State". A single 84" diameter pipe located within Valley Drive takes almost all of the drainage from the vicinity, Crocker Inustrial Park and Northeast Ridge. These waters are combined with that emanating from Brisbane at a culvert crossing under Bayshore Boulevard in the general vicinity of Bayshore and Valley Drive. GVMID considers the Valley Drive storm sewer junction to be its responsibility and whoever is assigned the Northeast Ridge and takes on GVMID's systems will inherit this problem. Thus, storm waters drain from the GVMID pipe directly to the Bay without impacting a drainage system from another city. Since whoever is responsible for GVMID assumes the entire drainage problem, drainage is not an essential



GUADALUPE VALLEY / BRISBANE AREA PLAN

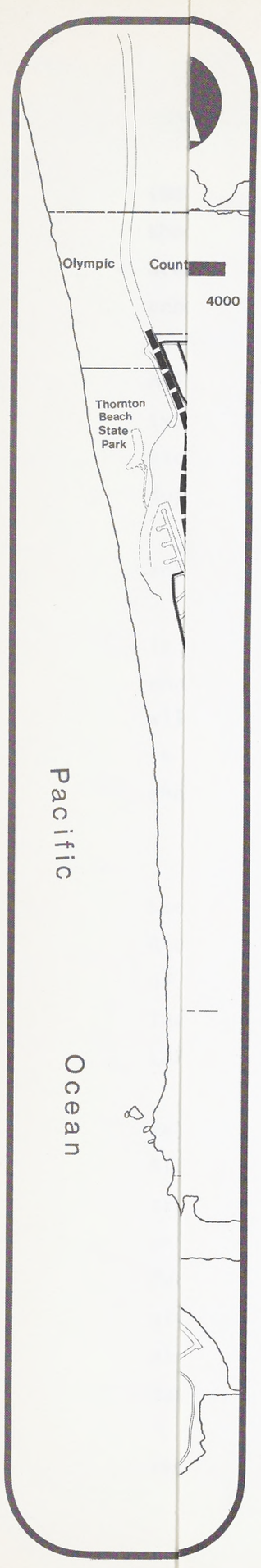
- MISCELLANEOUS
- STATE
- CROCKER LAND CO.
- VISITACION ASSOCIATES
- SOUTHERN PACIFIC
- RICHMOND TRANSFER & STORAGE
- BANKERS LIFE CO.
- MACOR
- CONNECTICUT GENERAL M.R.I.

SOURCE S.M.CO.

DATE FEBRUARY 1978

0 400 1600 FEET NORTH

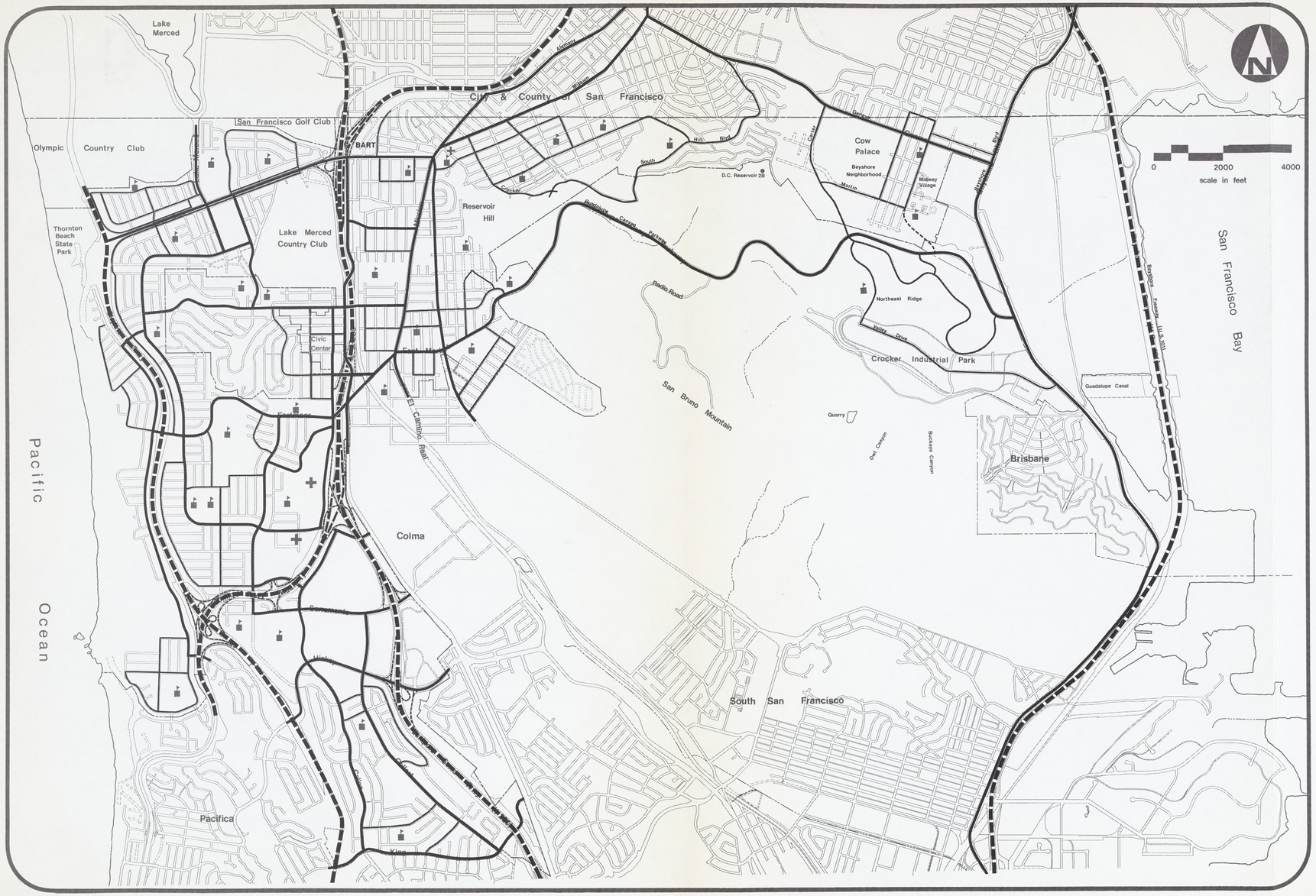
DEPARTMENT OF ENVIRONMENTAL MANAGEMENT
PLANNING DIVISION · COUNTY OF SAN MATEO · CALIFORNIA



TRANSPORTATION FACILITIES

- Arterial
- Collector
- Freeway or Expressway

Daly City & ENVIRONS



TRANSPORTATION FACILITIES

- Arterial
- Collector
- Freeway or Expressway

Daly City & ENVIRONS

consideration in this report.

Daly City: If the ability to service is any criteria (Government Code Section 5477 (f)) to annexation policies, the LAFCO should consider the existing staffing and equipment to correct any drainage problem which might occur in the area should Daly City be the annexing agency and take over GVMID's responsibilities. Daly City has more equipment and staff including a engineering, water and street maintenance departments. If siltation does occur in the drainage system, Daly City has the means to correct it. Purchase of appropriate equipment and hiring personnel required by Brisbane would mean duplication of Daly City's equipment and staffing.

Brisbane: Major portions of Brisbane, drain into GVMID and the Guadalupe Canal.

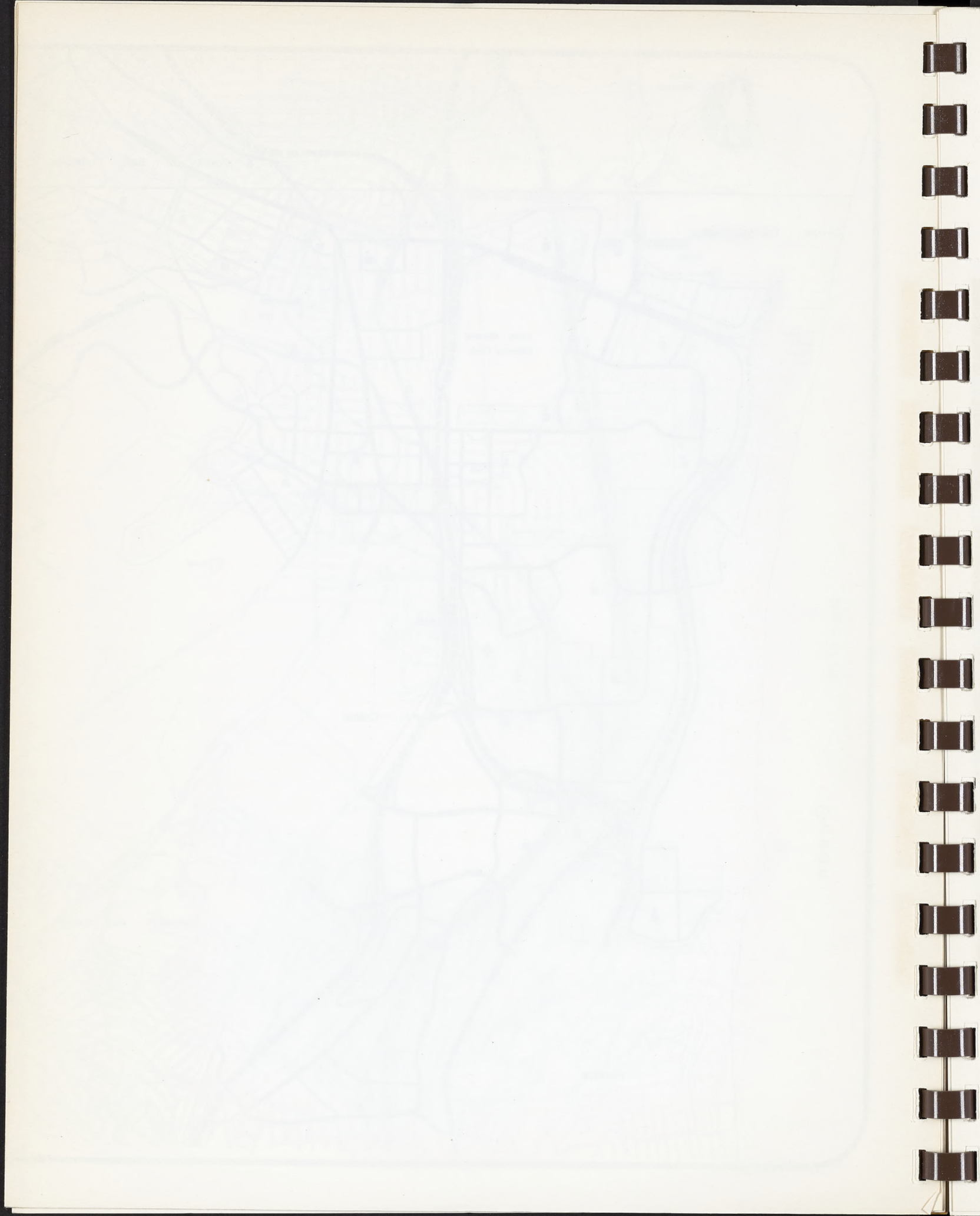
Since the Bayshore Boulevard culvert near Valley Drive is essentially the only common drainage structure serving both GVMID and adjoining Brisbane and GVMID has assumed responsibility which it will pass on to the annexing city, drainage is not as major a factor in consideration of sphere assignment as it could be with extension shared systems.

f. SEWAGE

The sewage analysis of the Sphere Study is inadequate because it did not consider the alternative of placing the Northeast Ridge, Crocker Industrial Park and remaining areas within the sphere of influence of North San Mateo County Sanitation District (NSMCSD). The Bayshore Sanitary District area within Daly City was assigned by LAFCo to NSMCSD Sphere of Influence on March 24, 1976.

The NSMCSD has the manpower and facilities including laboratory facilities for the operation and maintenance of the Northeast Ridge-Crocker Industrial Park system. An expensive sewer cleaning truck is also available so that ongoing maintenance can be performed prior to any sewage overflows caused by a backed up sanitary system. Purchase of this equipment by Brisbane would be a duplication of that already owned by NSMCSD. The NSMCSD would not have to buy any additional equipment to provide service to the Northeast Ridge and Crocker Industrial Park area.

Daly City: San Francisco has increased its rates for the treatment of waste water and, thus, the question has arisen both in



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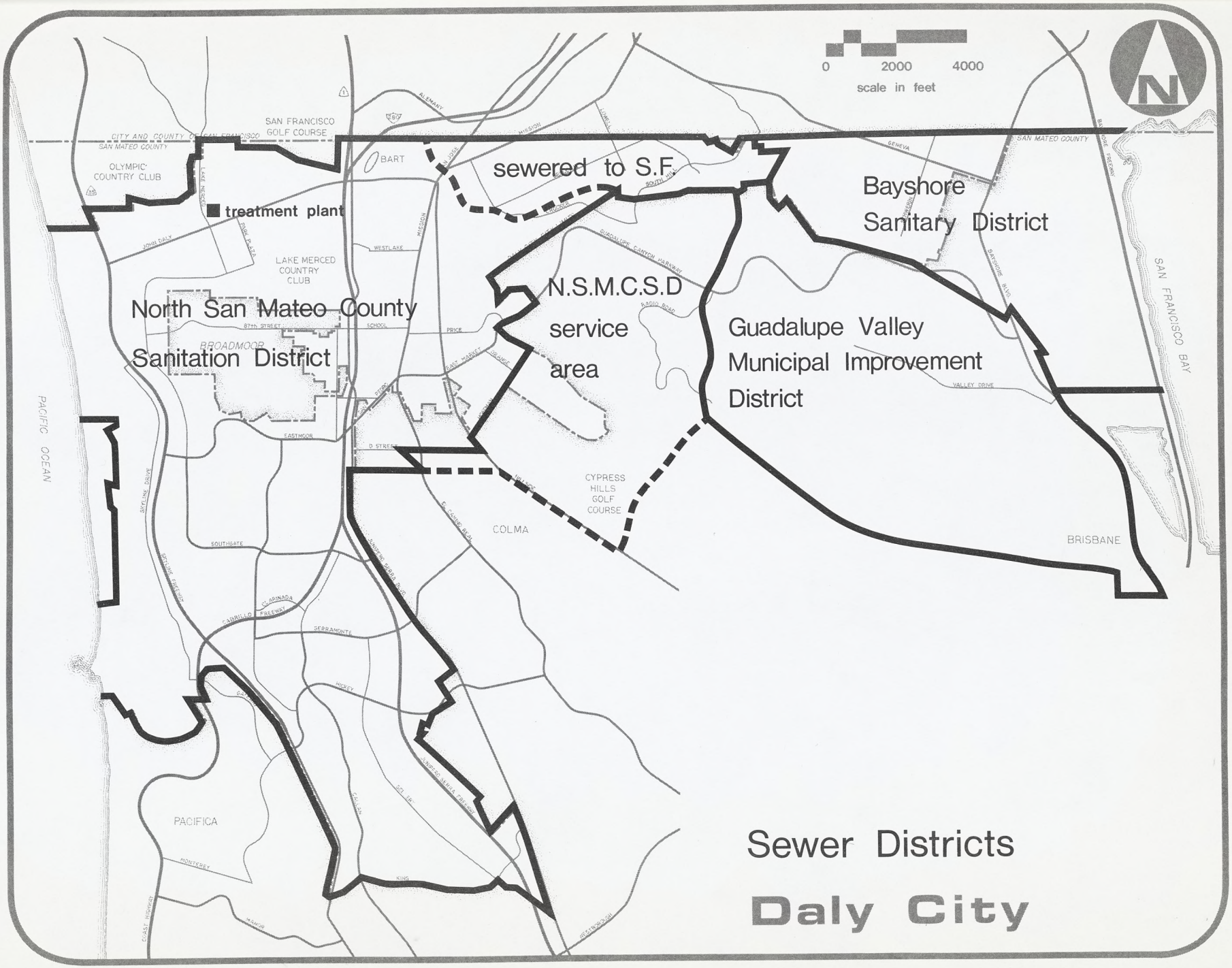


Sewer Districts

Daly City

the Sphere Study and elsewhere to the effect that alternate methods of disposal should be sought. Reopening the existing GVMID plant has been studied. With continuing increases in San Francisco rates, engineering consideration should be given to the transfer of bayside sewage to the NSMCSD plant in Daly City which has an ocean outfall. An ocean outfall has significant advantages over a Bay outflow. NSMCSD has an ongoing program for wastewater reclamation.

The NSMCSD, either by contract or annexation, can handle the waste water functions for the Crocker Industrial Park and Northeast Ridge. The reasons for this are as follows:

1. Availability of staff and equipment.
2. Has previously performed maintenance services for other districts on a contract basis.
3. Has the capability to manage and supervise any alternate disposal method, including:
   a. Present discharge to San Francisco.
   b. Reopening the existing GVMID plant for use as a reclaimed water plant for any reuse purpose; and,
   c. Explore the possibility of pumping all or part of the wastewater to the Daly City plant for treatment and ocean outfall or reclamation.
4. Has equipment and manpower to locate and correct the inflow/infiltration problem presently causing expensive discharges into the existing or future disposal point.

Brisbane: Historically, Brisbane has depended on GVMID for both the treatment of its sewage and the pumping of this sewage to San Francisco, and has consigned its sewage treatment and sewage transfer responsibilities to GVMID. Brisbane does not have a contract with San Francisco to accept Brisbane's sewage. The contract has been made by GVMID. Brisbane does not operate a sewage treatment plant. Currently, Brisbane only handles the maintenance of a collection system. This is done with a limited amount of staff. The Sphere Study addresses the Brisbane collection system:

> "The City of Brisbane's collection system is a major contributor of infiltration/inflow to the GVMID pumping system because of its age (built prior to 1936) and the fact it was installed without the advantage of engineering design."[12]

Although on the face of it, the size of an operation should have some impact on negotiations for sewer treatment with San Francisco; the fact is, as the experience with water indicates, the size of a jurisdiction is irrelevant to leverage in cost or service negotiations. Since the GVMID now negotiates sewer treatment contracts for Brisbane, Brisbane's experience in these negotiations cannot be a factor in consideration. The City has no experience in the building and operation and maintenance of a sewage treatment plant. Likewise, they have no experience in the development of a water management program involving the reuse of waste water. The NSMCSD has these capabilities.

g. SOLID WASTE

Daly City: Solid waste collection in Crocker Industrial Park is currently provided by the South San Francisco Scavenger Company. Both the Daly City Scavenger Company and the South San Francisco Scavenger Company are capable of providing adequate service to this area. Daly City Scavenger Company would benefit in efficiencies from the increased tonnage.

Solid waste collection in the Northeast Ridge Development could either be provided by the Daly City Scavenger Company which now serves the adjacent Bayshore Neighborhood[13] of Daly City or the South San Francisco Scavenger Company which serves the adjacent Crocker Industrial Park. Although both companies could provide an equal level of service to the Northeast Ridge Development at approximately equal cost, Daly City Scavenger Company could use the same route from its corporation yard, along Guadalupe, in serving the Northeast Ridge Development, as it does in serving Bayshore, thereby resulting in energy savings. The Daly City Scavenger Company has additional capacity in its transfer station.

Brisbane: Solid waste is collected in Brisbane by South San Francisco Scavenger Company. This solid waste is currently deposited in Menlo Park. Shortly, South San Francisco will begin depositing solid waste at Ox Mountain.

h. PARKS AND RECREATION

The Park and Recreation items in the Sphere Study (pgs. VI-94 and VI-95) appear to be in error. This error is reflected

AN UPDATING OF TABLE 38[14]

PARKS AND RECREATION

PARK AND TOT-LOT IDENTIFICATION

	PARK SITE	NO. OF ACRES
1.	Camelot Tot-Lot, 35 Camelot Court	.37
2.	Canterbury Tot-Lot, 120 Canterbury Ave.	.38
3.	Reservoir 5-B Tennis Complex, 75 Margate	4.5
4.	Hampshire Tot-Lot, 96 Hampshire Ave.	.4
5.	Cameo Tot-Lot, 88 Cameo Ct.	.3
6.	Norwood Tot-Lot, 8 Norwood Ave.	.25
7.	Gellert Park, Callan Blvd. and Wembley Drive	19.5
8.	Longview Tot-Lot, 50 Longview Drive	.34
9.	Northridge Park, Northridge Ave. and Carmel Ave.	1.3
10.	Westmoor Park, 123 Edgemont Drive	7.65
11.	Alta Loma Tot-Lot, 365 Alta Loma Ave.	.11
12.	Palisades Park, Palisades Drive and Westridge Ave.	1.0
13.	Westlake Park, 149 Lake Merced Blvd.	10.5
14.	Marchbanks Park, North and South Parkview Ave.	7.8
15.	War Memorial Community Center, 6655 Mission St.	1.567
16.	Edgewood Park, 173 East Vista Avenue	1.1
17.	Bocci Ball Courts, Located on Colma School Site at 550 East Market Street	.055
18.	Hillside Park (under construction) Lausanne and East Moltke Streets	11.00
19.	Peoria Hall, 222 Peoria Street	.057
20.	Arts & Crafts Center, 101 Peoria Street	.15
21.	Lincoln Park, 901 Brunswick Street	2.3
22.	Polaris Tot-Lot, 247 Polaris Way	1.0
23.	Arden Court Tot-Lot, 2 Arden Court	.36
24.	Bayshore Park, 45 Midway Drive	3.5
25.	Parkview Hall, 101 Parkview Avenue	.069
26.	Broderick Terry Duel Site, 50 El Portal Way	3.2
27.	Frankfort Park, Frankfort and Acton Streets	.65
	Total Developed	79.408
28.	Lycett Tot-Lot, Lycett Avenue	.40
29.	Mussel Rock Coastside Park (extending from Mussel Rock north to area of Thornton Beach State Park)	161.75
30.	Carter-Martin Street Park	14.50
	Parks in Planning Stages	176.65
	TOTAL PARK ACREAGE	256.058

TABLE 39[15]

RECREATION BUILDINGS - SQUARE FOOTAGE

1.	War Memorial Community Center	21,136
2.	Westlake Community Center	20,000
3.	Westlake Clubhouse	2,950
4.	Westmoor Park	2,000
5.	Lincoln Park Clubhouse	2,400
6.	Arts and Crafts Center	1,421
7.	Marchbanks Field House	1,242
8.	Peoria Street Clubhouse	875
9.	Parkview Clubhouse	540
10.	Midway School Community Center	10,241
11.	Gellert Park Clubhouse	3,784
12.	Westmoor Swimming Pool	12,800
	TOTAL	79,389

in the Matrix Table 24 (pg. VI-108).

If the histories presented for both Brisbane and Daly City were accurate at the time of the printing of the Study based upon the information available in the Sphere Study, the acres per capita of developed parkland for the City of Brisbane should be 1/6th of an acre per 1,000 population. "Richard Firth Park is currently the only developed park within Brisbane." (Pg. VI-37.) The population census for the City of Brisbane (1978 census) is 3,082 (pg. VI-14). This is equivalent to one acre per 6,164 persons.

On the other hand, the Sphere Study should reflect Daly City at better than 1 acre per 1,000 population, but instead, indicates that "Daly City provides its residents with 0.26 acres of parks per 1,000 persons." (Pg. VI-95.) The population census for the City of Daly City (1978 census) is 73,720 (pg. VII-8) while the total developed park area is indicated at 75.99 acres (pg. VII-33).

Based upon Daly City's demonstrated ability to develop some 27 parks and tot-lots (pg. VI-31) and the acreage per capita, and since the comments upon which the grading was scored is in error on the Matrix Table 24 (pg. VI-108), it would appear the Matrix should be revised for item #9, Parks and Recreation.

Daly City: Of the Department of Recreation, Parks and Maintenance's full-time staff of 43, 35 are employed in park and building maintenance. The City also has in its ownership 179 acres of undeveloped parkland. When developed the acreage per capita based on 1978 resident population will be 3.46 acres. In addition to the City's 79.408 acres of developed parkland, the department operates and maintains 79,389 square feet of indoor recreation facilities. In areas with climates like Daly City's, indoor facilities are in great demand year round, and the City considers them an important part of the quality of life offered by Daly City.

In the General Plan Open Space Element and under the Quimby Act, Daly City establishes standards for park dedication in undeveloped areas. Currently the City negotiates park acreage for each project. A fixed commitment of two acres per thousand is now being con-

sidered by the Planning Commission and City Council. If approved, this requirement will be the standard amended to the Plan and applied to future development on the Northeast Ridge.

Brisbane: According to the Sphere Study, the City of Brisbane does have an active Parks and Recreation program, but presently has very limited municipally owned recreational sites. (Richard Firth Park, a one-quarter acre picnic area). In 1978 because of budget constraints all the recreation staff was laid off except for the Director who works 10 hours a week. Now the City department is staffed by two full-time CETA employees (a pre-school assistant and Recreation Leader.) Park maintenance is another responsibility of the city's maintenance staff. To a very large extent, the City uses school facilities and property for their programs. The City owns no indoor recreation facilities. The City is currently planning a Community Center Park near Visitacion Avenue and Mendocino Street which would include a horseshoe pit, barbeque facilities and picnic tables.[16] The Brisbane Preliminary Draft Plan proposes no park standards as a basis for park dedication requirements.

i. LIBRARY

Daly City: The Daly City Public Library Department is a modern City Library offering a full range of library service in four well-appointed branches. The Serramonte Library is housed in a building of 16,000 square feet; the Westlake Library has 10,500 square feet; the John D. Daly Library has 1,900 square feet; while the Bayshore Library has 1,700 square feet.

In 1978-79, the Daly City Public Library offered its patrons over 150,000 volumes, as well as collections of phonograph records, tapes, motion pictures, prints of great art, periodicals, story hours, outreach services and other forms of service. To add to its services the Daly City Public Library is a member of the Peninsula Library System, the Bay Area Reference Center, the Computer Information System, and the system of universal borrowing that operates throughout the State of California.

In 1978-79 the Daly City libraries circulated 530,401 books or other pieces of material. This equalled a 19% increase over

the 1977-78 circulation of 508,119. By contractual agreement with San Mateo County, the Daly City Public Library serves the residents of Colma, Unincorporated Colma and Broadmoor.

Bayshore Library at 2960 Geneva Avenue is the closest City Branch Library to the Northeast Ridge. This facility is now the equivalent of a County Class 3 library offering 32 hours of service a week. However, should the Northeast Ridge be developed as a part of Daly City, the City plans to add a library facility in the general area. This new facility would either supplement existing Bayshore services, or replace the smaller Bayshore quarters with a new 6,000 square foot facility at a location adjoining both the Northeast Ridge and Bayshore, and in proximity to Crocker Industrial Park. This larger facility would be the equivalent of a Class 2 San Mateo County Library.

Brisbane: Brisbane is now served by the San Mateo County Library System. There is one branch library, Class 4, open 24 hours a week in the City. Current County library plans call for the Brisbane branch to be upgraded to a Class 3 library open 35 hours a week. Should the Northeast Ridge and Crocker Industrial Park be annexed to Brisbane, this county facility would provide library service. There are currently no County plans to provide library service in the unincorporated areas between Brisbane and the Northeast Ridge. A new County library plan was approved in the Fall of 1979.

j. SCHOOLS

Daly City: The Northeast Ridge and Crocker Industrial Park will be served by the Brisbane School District. High school students will attend Jefferson High School in Daly City which is a part of the Jefferson Union High School District. About 45 percent of the students now enrolled in the Brisbane School District live in the Southern Hills Neighborhood of Daly City.

Brisbane: Approximately 55 percent of the students in the Brisbane School District are from the City of Brisbane. The other remaining 45 percent are students from Daly City. Upon graduation, students attend Jefferson High School in Daly City, a part of the Jefferson Union High School District. It is not anticipated that annexation of the Northeast Ridge and Crocker Industrial Park will have any

effect on the boundaries of the School Districts.

B. Preservation of Balance

1. Land Use Balance

Daly City: A review of distribution of land use by major type, industrial, commercial and residential indicates Daly City's distribution is unbalanced with a disproportionate amount, 8 percent in commercial uses and 41 percent in residential uses. Using the standard land use distribution suggested in the Community Builder's Hand Book,[17] Daly City's real deviation from the standard is in the area of industrial uses where the proportion of land is very low.

Distribution of Major Land Uses Daly City and Standard

Major Use	Daly City	Standard
Residential	41.0%	39.0%
Commercial	8.0%	4.8%
Industrial	.8%	10.9%
Other	50.2%	45.3%

Source: Urban Land Use, City of Daly City

Based on the standard proportions, the residential and commercial uses compare to those identified in the Community Builder's Handbook. Should the Northeast Ridge and Crocker Industrial Park be designated to the Daly City sphere, the resulting land use percentages approximate those of the standard:

Major Land Uses: Daly City, Northeast Ridge & Crocker Industrial Park

Major Use	Daly City Northeast Ridge Crocker Industrial Park	Standard
Residential	39.4%	39.0%
Commercial	8.0%	4.8%
Industrial	8.1%	10.9%
Other	44.5%	45.3%

Although, the industrial category is 2.8 percent short of the standard, it is offset by the 3.2 percent overage in commercial. The remaining residential and "other" categories compare.

Brisbane: A proportional distribution of land by use

in Brisbane shows an entirely different picture from that of Daly City. The predominant land use in Brisbane is industrial, 58 percent. Both commercial and residential proportions are low.

Distribution of Major Land Uses, Brisbane and Standard

Major Use	Brisbane	Standard
Residential	11.0%	39.0%
Commercial	0.6%	4.8%
Industrial	58.0%	10.9%
Other	30.4%	45.3%

Source: City of Brisbane Preliminary Draft, General Plan, Urban Land Use.

Should the Northeast Ridge and Crocker Industrial Park be designated to the Brisbane sphere, the resulting land use percentages are further imbalanced from the standard.

Major Land Uses: Brisbane, Northeast Ridge & Crocker Industrial Park

Major Use	Brisbane Northeast Ridge Crocker Industrial Park	Standard
Residential	12.2%	39.0%
Commercial	1.5%	4.8%
Industrial	64.4%	10.9%
Other	21.8%	45.3%

The disproportion of industrial land becomes further imbalanced by 6.4 percent. The total percentage deviation from the standard is 53.5 percent.

2. Economic, Social, Community Interdependence

Daly City: It is anticipated that regardless of the ultimate sphere designation the future residents of the Northeast Ridge will become interdependent with Daly City as a community. Even at the present time the interdependence of the Northeast Ridge and Crocker Industrial Park with Daly City is demonstrated in the contract for police and fire service. The location of regional shopping centers and the over 1,100 licensed businesses are indicative of the potential interdependence with the future residents of the Northeast Ridge.

Daly City is the location for many Federal, State and County offices, as well as, churches, cultural opportunities, entertainment, and civic organizations. The wide variety and depth of activities available in Daly City is shown on the Services Available in Daly City Table, and establishes the City's role as a regional provider capable of attracting and serving all new development.

The Table also demonstrates that within Daly City there are medical offices, hospitals, welfare facilities, schools, libraries, churches and nearly all other facilities that create a sense of community and a high degree of social interdependence; in addition to a high quality of life.

Brisbane: The residents of Brisbane have a strong identity with their City, its history and its current configuration. This sense of identity and preservation of the community as it is now is expressed clearly in the Preliminary Draft of their General Plan: the City's population should not exceed 5,000 people;[18] maintain a low density residential character;[19] development in the Northeast Ridge should be revenue producing;[20] automobiles will be a principal mode of transportation for proposed developments;[21] ridgelines should be preserved as a visual amenity;[22] and there is concern about creating a new residential area and changing the traditional pattern of a compact, contiguous residential community.[23]

Despite this strong sense of identity, the Brisbane area is clearly interdependent with its neighbors: South San Francisco and Daly City. Brisbane does not have within the City the advantages of regional shopping facilities, health services, and entertainment centers among other activities.

3. Economic, Social and Ethnic Balance

Daly City: Daly City is large and diverse in terms of income and ethnic distribution. As a bedroom community, Daly City is unique. Since the mid-1970's there has been a substantial increase in the ethnicity of the population, predominantly groups from the South Pacific, Southeast Asia and Asia. School enrollments, community service records, etc., indicate a social change is taking place.

Unlike the traditional bedroom community, Daly City is unusual in its racial and ethnic composition. The ethnic mix consists

SERVICES AVAILABLE IN DALY CITY, 1979

1) Hospitals and Medical Services

   a) Guadalupe Health Center
   b) Marys Help Hospital, 350 beds
   c) Skyline Terrace Convalescent Hospital
   d) St. Francis Convalescent Pavilion (Senior Citizens)
   e) Villa Sanitarium (Senior Citizens)
   f) Physicians, Dentists, Optometrists, Podiatrists, Chiropractors and others (listed in Yellow Pages as practicing in Daly City, 138
   g) Veterinarians and Pet Hospitals, 4
   h) Ambulance Services (Medevac)

2) Banks, 11; Savings and Loans, 8.

3) Welfare Services: Many of the following are coordinated by the Community Service Center of the City of Daly City:

   a) Serenity Inc. (Drug Abuse)
   b) Food Stamp Eligibility
   c) Well Baby Clinic
   d) Public Health Nursing
   e) Child Care and Infant Care Referrals
   f) Immunizations
   g) Job Development and Youth Employment
   h) Transportation for Handicapped (Seniors)
   i) Employment
   j) Unification for the Foreign Born

4) City Juvenile Diversion Program

5) County State and Federal Offices

   a) Supervisor Fred Lyon's office
   b) Assemblyman Louis Papan's office
   c) State Senator John Foran's office
   d) Congressman William Royer's office
   e) U.S. U.S.D.A. office (Food Stamps)
   f) Social Security S.S.I. office

6) Cultural Opportunities

   a) A full scale program of cultural opportunities is being coordinated through two departments of the Daly City government. They are the History, Arts and Science Department and the Recreation Department.
   b) During 1979 the History, Arts and Science Commission, working with the schools and Serramonte Shopping Center, produced a Festival of the Arts that highlighted drama, musical drama, painting, photography, band music and vocal music.

SERVICES AVAILABLE IN DALY CITY, 1979 (Continued)

6) Cultural Opportunities (Continued)

c) Plans for 1980 call for Daly City's cooperation with the California Arts Council and the San Mateo County Arts Council to enrich the cultural activities of the Daly City area.

d) Stages: There are 16 stages in Daly City where musical and dramatic performances are performed.

e) Music Teachers: In Daly City there are chapters of two national associations of music teachers. During 1978-79, these organizations presented a concert in Daly City.

f) Meeting Rooms: Daly City maintains meeting rooms in the Civic Center, in two libraries, in six recreation facilities. Many cultural activities are presented in them.

g) Gymnasiums: 2 owned by the City, 3 owned by the High Schools, 3 owned by Junior High Schools, and 1 owned privately.

7) Churches: 22 Chapels serving the major denominations are located in Daly City.

8) Post Offices total 4 in Daly City: One major post office and three branches.

9) Schools: Daly City has 16 Elementary and 4 High Schools

10) Libraries: Daly City has four Public Libraries; 2 Class A and 2 Class C

of Caucasians (excluding Mexican-Americans), Blacks, American Indians, Japanese, Koreans, Chinese, Filipinos, Samoans, Mexican-Americans, Latinos, Vietnamese and other races. Development on the Northeast Ridge is not anticipated to substantially affect this ethnic diversity.

ETHNICITY: DALY CITY, BRISBANE 1970

	Brisbane		Daly City	
	#	%	#	%
White	2253	75.0	45,507	68.0
Black	8	0.2	3,614	5.4
Spanish	647	22.0	12,514	18.7
American Indian	12	0.3		
Chinese	26	.8		
Japanese	6	0.1	4,417	6.6
Filipino	26	0.8		
Other	25	.8	870	1.3
TOTALS	3003	100.0	66,922	100.0

Source: 1970 Census Data

In 1970, a third of Daly City's population had a gross annual income of less than $10,000 and less than 6% had incomes over $25,000. Clearly the City was predominantly a moderate-middle income community. Development on the Northeast Ridge is unlikely to affect this citywide distribution. Locally, however, the new development will balance the predominance of low income households in the adjacent Bayshore Neighborhood.

FAMILY INCOME DISTRIBUTION: DALY CITY AND BRISBANE

		Low 0-$9,999		Middle 10,000-24,999		Upper Middle 25,000-49,999		$50,000	
	Total	#	%	#	%	#	%	#	%
Daly City	17,690	5,876	33	10,882	61.5	861	5	71	.4
Brisbane	802	370	46	411	51	21	3	0	0

Source: 1970 Census Data

Brisbane: In 1979 the only substantial ethnic group in Brisbane was Spanish speaking/surname, 22 percent. It is difficult at this time to determine what effect residents on the Northeast Ridge

will have on ethnic diversity.

Brisbane has a low and middle income population with 51 percent middle and 46% low. If the Northeast Ridge were annexed by Brisbane, it is anticipated to have the effect of increasing the higher income population.

4. Public Convenience

Government Code Section 54774(b) establishes a criterium that speaks directly to the subject of public convenience; it states that the Local Agency Formation Commission (LAFCo) shall consider "the range of services the agency is providing or could provide". All though geographic proximity to City Hall may be important, it is the range of services available there that is the primary consideration. This analysis surveys the range of services available at the two city halls. For the range of services available in the community as a whole see the Section "Economic, Social, Community Interdependence".

The survey of activities at City Hall also includes those activities within easy walking distance (1 minute walk or 250'). A survey of these activities reveals that many of the services used by future Northeast Ridge residents such as social security, motor vehicle department and telephone business office are immediately adjacent to Daly City City Hall and will bring them to Daly City even if they are residing in Brisbane. In addition a number of services not available or available only part-time in Brisbane are offered in Daly City City Hall at all times during office hours. (See tables)

Brisbane: Legally Brisbane has the powers of a full-service city; however, budgetary limitations compounded by a lesser demand with a small population and little development currently underway, has resulted in extensive part-time staffing and use of consultants. While these are cost effective, the public's convenience is impared when the building inspector is present in the office one-half hour twice a week. Lay off of the experienced recreation staff and 10 hours a week of recreation administration and two CETA employees is again indicative of difficulties the public will encounter when coming to Brisbane City Hall. New revenues may allow more full-time staffing, but the depth

SERVICES AVAILABLE TO THE PUBLIC AT DALY CITY AND BRISBANE CITY HALLS

Range of Services	Daly City (City Hall) 90th & Sullivan	Brisbane (City Hall) 44 Visitacion
	COMMENTS	COMMENTS
Council Chambers	City Hall	City Hall
City Attorney	3 employees	1 part-time
City Clerk	5 full-time employees	Duties of City Clerk are performed by City Manager and Secretary
Building Inspection	4 full-time Building Inspectors available daily	Contract service from County. Inspector available at City ½ hour two days
Community Development/ Planning, Housing (HCD), Redevelopment	20 full-time positions, 8 professional 6 technical 6 clerical	Contract service one day per week in office
Electrical Division	4 full-time Electrical Inspectors, Electronics Technician, Apprentice Technician, Utility Worker	Contract service from County for part-time services, ½ hour twice week in office
Public Works & Engineering	7 engineering personnel	City Engineer
Police Department	97 uniformed personnel	Combined police/fire
Community Meeting Room	Council Chambers	Council Chambers

OTHER NON-CITY PUBLIC SERVICES THAT ARE AVAILABLE AT CITY HALL

Range of Services	Daly City (City Hall) 90th & Sullivan	Brisbane (City Hall) 44 Visitaction
	COMMENTS	COMMENTS
Food Stamps	City Clerk's Office	Not available in Brisbane
Veterans Exemption Assistance	City Clerk's Office	Not available at City Hall
Senior Citizens Property Tax Assistance	City Clerk's Office	Not available at City Hall
County Supervisor's Office	5th District Supervisor maintains an office at City Hall	Not available at City Hall
Eleventh Congressional District Office	11th Congressional District office is maintained at City Hall	Not available at City Hall
SamTrans Tickets	City Clerk's Office and Community Service Center	Not available at City Hall

SERVICES WITHIN ONE WALKING MINUTE (250')
FROM DALY CITY AND BRISBANE CITY HALLS

Range of Services	Daly City City Hall 90th & Sullivan	Brisbane City Hall 44 Visitacion
	Comments	Comments
Department of Motor Vehicles	Regional Office across from City Hall	Brisbane residents would have to go out of their City for this service
U.S.Post Office	Central Branch	Branch Office
Pacific Telephone Business Office	Main Regional Business Office	Brisbane residents would have to go to Daly City or San Francisco
Social Security Office	323 - 89th St. Regional Office	Brisbane residents would have to go out of their City for this service
Community Meeting Rooms	312 - 90th Street	No public meeting rooms within 250' of City Hall
Neighborhood Family Project (Juv. Diversion)	256 - 92nd St.	Across street from City Hall
Chamber of Commerce	312 - 90th Street	In City Hall
Daly City Senior Citizen Center Council	244 - 92nd Street	Across street from City Hall

of service and capability already available in Daly City can not be duplicated even after annexations because of the smaller size of the City.

5. Government Organization, Administration, Level of Service and Personnel

Daly City: Incorporated in 1911, Daly City is a full service City of over 75,000. In 1955 the City adopted the Council-Manager form of government. In 1979 the City has operated 68 years.

The stability of City administration is indicated by the fact that Daly City has had only two City Managers in the past 20 years. As an organization, emphasis has been placed on attaining the highest level of training possible for its employee work force. Emphasis has also been placed on preventative maintenance of the City's basic service systems, water, sewer collection, roadway etc. During the past 10 years, over $1.5 million has been spent on maintaining the water system alone. The employee education summary in the Appendix indicates that the great majority of City officials and administrators have completed college (74 percent). Among the professionals and middle management personnel, 24 percent completed Masters Degrees, 29 percent college, and 24 percent A.A. degrees. In the Police Department 44 percent of the top and middle managers have completed college degrees or higher. In the Fire Department 56 percent of the upper management have completed at least 2 years of college level work.

Not only is Daly City's capability to provide a constant and improving level of service reflected in the high level of training found among its employees and in its emphasis on prevention in maintenance; but its capability is also reflected in the depth of personnel which is available. Daly City has a full time City Engineer and a full time Traffic Engineer and a full time Street maintenance crew with engineering back up. It also has 8 staff members enforcing building and electric codes, as well as a Fire Marshall and fire prevention and crime prevention officers and agencies. Specialized police services such as detective division and crime laboratory are available. Furthermore the City has a full time staff to operate and maintain the water system. Because of base size, each of these service capabilities could

expand to meet the service demands of additional territory. Certainly in some areas staff expansion may be necessary, but these would be additions to an experienced team. In all departments Daly City has a large amount of sophisticated and expensive equipment which could be used with increasing efficiency. So while some equipment acquisition may be necessary, it would be less than would be necessary if no equipment were now available.

It should be pointed out, many cities experienced serious financial impacts from the passage of the tax initiative, Proposition 13. Yet Daly City has maintained a full service capability in spite of declines in property tax revenues. An independent state-wide study[24] indicates Daly City expenditures by functional area to be one of the lowest in the State while maintaining a high level of service. This indicates the City's ability to use its municipal revenues efficiently.

Brisbane: Brisbane is a much smaller community in both area and population than Daly City. The City was incorporated in 1961 and has had less than 20 years to develop municipal operations. In these 17 years the City has had 5 City Managers. As pointed out in the Sphere Study (page VI 28-36) the City has had difficulty maintaining its basic water and sewer systems. Maintenance staff in Brisbane has many responsibilities including water, sewer, parks, street, building and other maintenance.

Because of financial problems, the City has reduced and combined functions. The recreation staff was let go, replaced with a part time director (10 hours a week) and two CETA employees. Police and fire personnel now serve a dual public safety function and are supported, at least in fire protection, by other City staff, reserves and volunteers. The capability and impacts of expanding these services to additional, intensively developed territory is another question. The Sphere Study did not address the fundamental issue, not whether service could legally be provided, but what level of service could be financially and realistically provided. Currently the capability is less than the level of service Daly City can provide.

6. Citizen Participation

Citizen Participation is defined by LAFCo as "methods avail-

able to the local agency which can provide a broad base for citizen participation."[25] The focus here is on the means available for participation in each City government.

Daly City: There are several methods and levels of participating in government in Daly City. Homeowners in the City are highly organized by neighborhood. There are 8 distinct neighborhood associations. Elected officials and members of these associations closely follow the City actions which affect them, and attend public meetings and hearings of City decision-making bodies. It is anticipated and encouraged that business associations in the Crocker Industrial Park take an active part in government. Additionally, future residents of the Northeast Ridge would be encouraged to form or join a homeowners association.

Residents also participate through standing committees and commissions. There are nine such official commissions involving 115 residents selected on the basis of their ability to represent groups within the community. The meetings of these commissions and committees are public; they are supported by City staff and are publicly advertised.

Finally, the resident public participates through elections in selecting the City's governing body, the City Council. The meetings of the Council are public and well advertised. As with most communities, attendance varies with the scope and magnitude of the issue. Neighborhood associations act as the watch dog for geographic interests and various community organizations. Chamber of Commerce, health services, etc. monitor the issues pertinent to their constituencies.

Brisbane: Brisbane's participation system works fundamentally the same way Daly City's does, except there are fewer community-wide organizations and fewer "official" committees and commission. The primary board of appointed officials is the Planning Commission. Thus there is less citizen participation. Access to elected officials is direct, as is access to the Planning Commission.

Because of its smaller size, neighborhood associations are less formally organized and play a lesser role in the functioning of the government. It is less easy to formally include geographical areas in the structured public decision-making process.

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
NORTHEAST RIDGE-CROCKER INDUSTRIAL PARK			
Need and Ability to Provide Services, Impacts			
1. Resources a. Noise			
No incremental increase anticipated in excess of 65 CNEL on Daly City.	6	6	No incremental increase anticipated in excess of 65 CNEL on Brisbane.
b. Visual			
Positive impact based on attention to architectural and landscape design	6	6	Positive impact because of development regulations; view of distant switching yards negative.
c. Energy			
Police and fire now provided by Daly City, therefore, no increase in energy consumption; good proximity (beat and fire station); full-time staff for mitigation and code enforcement; proven energy conservation ability.	5	3	Not now providing any essential services; have to add beats and travel thus duplicating Daly City; part-time enforcement staff; no disclosed City energy program.
d. Water			
American Insurance Association Class 3 rating for water system; engineering capability to provide water to area;	6	3	American Insurance Association Class 5 rating for water system; single source of water, currently single line from Hetch Hetchy;

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
1. Resources (continued) d. Water (continued)			
two sources, 3 lines from Hetch Hetchy; sophisticated inter-tie and valve system; 285 gal. storage per capita; reliable emergency water supply; full-time operating and maintenance staff; Daly City water rates significantly lower than Brisbane			plans to repair second line and eventually add third line indefinite; 106 gal. storage per capita; only has experience in water line maintenance.
e. Open Space			
43 person full-time departmental staff; police and fire demonstrated capability for protection; staff to protect and maintain large open areas; amending code to increase subdivision dedication requirement.	5	2	Preliminary Draft Plan expresses no clear standards regarding open space which can be applied to undeveloped area; Preliminary Draft Plan does endorse County General Plan amendment; open space maintenance staff shares other City maintenance responsibilities.
f. Topography			
Slope toward Bay.	4	5	Slope toward Bay.
2. Extension of Services a. Police			
Now provides police service; beat patrol in area; indepth response force for emergency; has Detective Division, Crime Prevention Division and 24-hr. communications center at City Hall.	6	2	Not now providing police service; consolidated police and fire, personnel serve dual function; anticipate no new public safety officers to cover this area; communications center at City Hall

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
2. Extension of Services (continued) a. Police (continued)			
			operates 8-5 when City Hall is open, otherwise is covered by County in Redwood City; no specific detective or crime prevention personnel.
b. Fire			
ISO Class 4; now provides fire service; first response manpower 3 pieces of equipment and 10 men; second response double first, then mutual aid; total first and second response manpower at scene in ten to twelve minutes; also Fire Alarm Bureau, Fire Prevention Bureau, and Training Division; propose new station located in or adjacent to Northeast Ridge.	6	1	ISO Class 5, rating prior to combined public safety functions; not now providing service; consolidated fire and police, personnel dual function; rely on reserve and volunteers; in-house manpower reserve capacity minimal; appear to rely on mutual aid; anticipate 11 new public safety officers to cover, not indicate which role; new public safety facility not as close as proposed Northeast Ridge station. No authorized positions for fire prevention, training, etc.
c. Access			
Equal access to all regional highways.	4	5	Equal access to all regional highways.
d. Transportation/Circulation			
City Engineer, Traffic Engineer, engineering staff; adopted Circulation Element used in establishing	4	5	City Engineer; to provide level required by development of Northeast Ridge need to add staff dupli-

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
2. Extension of Services (continued) d. Transportation/Circulation (continued)			
priorities for improvements and evaluating impacts; proven capability demonstrated in Bayshore for resolving problems with signalization, new streets, etc.			cating Daly City capability; staffing may create time delay and problems for adjacent communities affected.
e. Drainage			
GVMID provides drainage now, Daly City has capability to continue if annexing agency; waters cross lands and waters of the State and do not affect the drainage system of any other city.	4	5	Waters drain to Valley Drive where GVMID assumes responsibility for inflow and system maintenance; flow across land of the State to waters of the State.
f. Sewage			
Alternative of extending NSMCSD's sphere of influence not considered; NSMCSD capable of providing service now provided by GVMID either under contract with Daly City or by annexation to District.	5	4	Brisbane only sewage capability is system maintenance, all other activities are consigned to GVMID; operation of GVMID would be duplication of NSMCSD's capability; Brisbane inexperienced in operation and administration.
g. Solid Waste			
Daly City Scavenger providing service to adjacent Bayshore area in Daly City; additional capacity available in transfer station and would benefit from increased tonnage.	6	5	South San Francisco Scavenger now providing service to Brisbane.

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
2. Extension of Services (continued) h. Parks and Recreation			
1 acre per 1000 population; 179 undeveloped park acres in City ownership; 79,000 square feet of indoor recreation facilities; park dedication requirement currently being increased.	5	2	1/6 acre per 1000 population; no indoor facilities in City ownership; general City maintenance staff take care of park.
i. Library			
City Library; propose in Northeast Ridge a branch or new facility (6000 sq. ft.) in or immediately adjacent to development; new facility would be equalivant to County Class 2 library in terms of hours, staffing, etc.	6	2	County library in central Brisbane Class 4; County plans to upgrade to Class 3; County has no plans for branch in Northeast Ridge.
j. Schools			
Brisbane School District for elementary and intermediate school; 45 percent of the District's enrollment now live in Daly City; Jefferson High School in Daly City	6	4	Brisbane School District for elementary and intermediate school. 55 percent of District enrollment now from Brisbane; Jefferson High School in Daly City.
Preservation of Balance			
1. Land Use Balance			
Addition of uses in Northeast	6	2	Addition of area to Brisbane

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
1. Land Use Balance (continued)			
Ridge-Crocker Industrial Park to Daly City results in land use distribution almost the same as standard.			increases disproportion of Industrial uses to 53% beyond standard; increases proportion of residential land uses by only 1%, thus further accentuating the industrial disproportion of the City's land uses.
2. Economic, Social, Community Interdependence			
Daly City is a regional center for shopping, entertainment, and other services, residents of new development will use Daly City's resources whatever the jurisdiction.	6	2	Brisbane has few local services; residents dependent on South San Francisco or Daly City to supply some basic and all other needs.
3. Economic, Social, Community Balance			
Daly City extremely diverse, anticipate medium high income development on Northeast Ridge; will have positive effect on balance.	6	4	Brisbane small, homogeneous ehtnically and to a considerable extent economically; 100% increase in population is likely to have substantial effect on economic, social and ethnic balance.
4. Public Convenience			
The range of services available at or within a single stop at Daly City City Hall; in addition, future residents of the Northeast Ridge will have to come to Daly City City Hall or its near vicinity for many	5	4	Brisbane City Hall has fewer staff and many are part-time or contracted; fewer services are available at City Hall and residents may have to travel to Daly City, South San Francisco or San Francisco to obtain

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
4. Public Convenience (continued)			
necessary services even if they are residents of Brisbane.			services.
TOTAL SCORE	107	71	
POSSIBLE SCORE	120	120	

FOOTNOTES: Section V

1. All references to the "General Policies" mean the "General Policies and Criteria for the Development and Determination of Spheres of Influence" adopted September 18, 1974 (Revised June 18, 1975) by the San Mateo Local Agency Formation Commission (See: Sphere Study, Appendix A). All references to the "Commission" mean the San Mateo Local Agency Formation Commission.

2. LAFCo Sphere of Influence Study, September 1979, pg. VI-117.

3. Draft Noise Element of the General Plan, San Mateo County, May 1978; Figure 8.

4. Ibid.; Figure 1, Land Use Campatibility for Community Noise Environment indicates that a 60 CNEL level and below is acceptable for low density single family dwellings.

5. CEQA refers to the California Environmental Quality Act, as amended, and to the State EIR Guidelines.

6. Preliminary Draft Brisbane General Plan, July 17, 1979, pgs. 30-31.

7. Daly City General Plan, Adopted July 24, 1978, pg. 49.

8. Preliminary Draft General Plan, City of Brisbane, July 1979, pg. 12.

9. Public Hearing, Brisbane Planning Commission, October 24, 1979.

10. Richard May, Training Officer, Annual Report-Daly City Division of Training, 1978-79.

11. Gage Babcock & Associates, Report on Fire Protection Study for San Mateo County, 1975, pg. III-25.

12. LAFCo Sphere of Influence Study, September 1979, pg. VI-34.

13. Ibid., pg. VI-37-38.

14. Ibid., pg. VII-32.

15. Ibid., pg. VII-34.

16. Ibid., pg. VI-37.

17. Urban Land Use, Community Builder's Handbook, 8th Printing, 1971.

18. Preliminary Draft Brisbane General Plan, July 1979, pg. 11.

19. Ibid.

FOOTNOTES: Section V (continued)

20. Preliminary Draft Brisbane General Plan, July 1979, pg. 14.

21. Ibid., pg. 17.

22. Ibid., pg. 20

23. Ibid., pg. 77

24. California Polytechnic University, Per Capita Expenditures for California Cities, February 1979.

25. LAFCo, General Policies and Criteria for the Development and Determination of Spheres of Influence, Adopted September 19, 1974, and Revised June 18, 1975, Paragraph 1 - Authority, Section 2.

VI. Guadalupe Valley Quarry – Owl & Buckeye Canyons

VI. GUADALUPE VALLEY QUARRY-OWL AND BUCKEYE CANYONS

The allocation of both the Guadalupe Valley Quarry and Owl and Buckeye Canyons to a sphere of influence becomes an issue because the Sphere Study establishes a premise that the assignment of the Quarry to Brisbane would require addition of either the Crocker Industrial Park or the Owl and Buckeye Canyon area, or both of these areas, to the Brisbane sphere of influence. This issue becomes significant when viewed in the light of the implicit assumption of the Sphere Study, that the Crocker Industrial Park and the Northeast Ridge should go to the same jurisdiction. It is made more significant because both Brisbane and Daly City have gone on record[1] to state that they will not accept the Northeast Ridge without the Industrial Park. Therefore, we must assume that the assignment of the Guadalupe Valley Quarry and Owl and Buckeye Canyon areas to Brisbane's sphere of influence will include the assignment of the Crocker Industrial Park and the Northeast Ridge as well. Of course, the option of no sphere assignment at this time, of the Owl and Buckeye Canyons and Quarry areas, remains.

Analysis in this section is based on the three general areas of needs and impacts discussed in other sections: resources, extension of services and preservation of balance. These are discussed in relation to Daly City, Brisbane and San Mateo County. San Mateo County is included because it is the responsible jurisdiction presently and the responsible jurisdiction if no sphere assignment is made.

A. Need and Ability to Provide Services and Impacts

1. Resources

Daly City: The Guadalupe Valley Quarry and Owl and Buckeye Canyons have no substantial impact on the resources of Daly City as now incorporated. Moreover, assignment to Daly City's sphere will not increase the resource impacts of noise, visual, energy, water, open space and topography to incorporated Daly City. If the Crocker Industrial Park and Northeast Ridge were to be annexed to Daly City, the Quarry and Canyon areas would be highly visible; furthermore, the noise, visibility and open space resources would indeed be affected

by continued and future use of the area.

Brisbane: The Preliminary Draft of the Brisbane General Plan does not address the issue of jurisdiction of the Guadalupe Valley Quarry and Owl and Buckeye Canyons area, but it does acknowledge the major impact of quarry activity on City traffic. Because the only access to the Quarry is through central Brisbane, the impacts, in terms of resources, are clear; noise generated by truck traffic and point source noise from blasting. The Quarry is highly visible from the roadway along the Northeast Ridge and from the Crocker Industrial Park; but it is not visible to residents now living in Brisbane. Water is provided to the Quarry by GVMID.

San Mateo County: There will be little resource impact on San Mateo County from the Guadalupe Valley Quarry and Owl and Buckeye Canyons if their adjacent territory in Crocker Industrial Park and the Northeast Ridge is annexed by another jurisdiction. Formal agreements for policing and fire fighting exist to cover the Crocker Industrial Park and carry over to cover the Northeast Ridge, Quarry and Canyon areas informally; so, in fact, energy consumption to provide these services is probably now at a minimum for the County.

Summary: From a resource point of view, the areas most affected by use and future use of the Quarry and Canyon areas have not been assigned to a jurisdiction. In terms of resource impacts, consideration should be given to assigning these two areas to the jurisdiction which will have the final responsibility for the Crocker Industrial Park and Northeast Ridge.

2. Extension of Services

Daly City: Basic services are now provided the Guadalupe Valley Quarry and Owl and Buckeye Canyons area by three jurisdictions: the Guadalupe Valley Municipal Improvement District (GVMID), San Mateo County or Daly City through its fire and police service contract with GVMID and its informal agreement with San Mateo County. The area would be served by the Brisbane School District (45 percent of the District's enrollment are Daly City residents) and schools in the Jefferson High School District in Daly City. The County plan clearly advocates a second access to the Quarry area through the Crocker Industrial Park;

another alternative, terrain permitting, might be directly to Guadalupe Canyon Parkway. Access is now through Brisbane exclusively. If future use is industrial; park, recreation and library services are of less importance. However, if assigned to Daly City, these services would be available on the Northeast Ridge. (See Northeast Ridge Section.)

Brisbane: Currently GVMID takes care of water, sewage, police, fire and drainage to the Guadalupe Valley Quarry and Owl and Buckeye Canyons area. All of these services would have to be provided by Brisbane if the area should be annexed. The only access to the area is now through Brisbane; speed limits on City streets are enforced by Brisbane Public Safety Officers. The County has proposed an alternative access to the Quarry and Canyon areas by way of the Crocker Industrial Park. This alternative would relieve central Brisbane and place the traffic impact on whichever jurisdiction is responsible for the Industrial Park. It is unclear if the current roadway connection to Brisbane would also remain if a new access is developed.

San Mateo County: Although County jurisdiction requires that San Mateo provide police protection through the County Sheriff and fire protection from the Division of Forestry in Belmont; the agreement with GVMID and a subsequent informal agreement with the appropriate County offices actually removes some of this burden. Should GVMID be absorbed through annexation, the County would bear a larger responsibility in this area including public safety, drainage, sewerage, water and access. These services are being adequately handled now by contract and cooperation.

Summary: In terms of service needs, supplemental police and fire are now being provided by Daly City. The remaining services are being provided by GVMID. Whichever agency assumes GVMID should be responsible for continuing these services within the Canyon and Quarry areas. New access proposals will tie the Quarry and Canyon closer to the Industrial Park. San Mateo County could continue jurisdiction by requiring establishment of new service contracts by the Quarry and Canyon when the Industrial Park and Northeast Ridge are annexed to a jurisdiction. Providing new access may be more difficult if the area

is incorporated.

B. Preservation of Balance

Daly City: The County's industrial land use designation for the Quarry and Canyons would benefit the land use balance in Daly City which is deficient in industrial uses (See Section IV, Bayshore Neighborhood, Land Use Balance.) The interdependence of this area with Daly City is based on public safety services which are informally provided as well as on extension of a new roadway to Crocker Industrial Park which would allow traffic to go west on Guadalupe Canyon Parkway. Other than Quarry employees, there are no people in this area. Hence, there is no resident ethnic balance to consider. If it should later develop in industrial uses Daly City's balance of jobs to residents would benefit from the employment at the Quarry and in the Canyons. A number of services are "delivered" by Daly City and GVMID to the Quarry and Canyons. Daly City is the regional commercial, government service and entertainment center in north San Mateo County.

Brisbane: Physically, the Guadalupe Valley Quarry and Owl and Buckeye Canyons are interdependent with Brisbane. Access is gained, and has been historically, through Brisbane. Industrial uses in this area would further compound Brisbane's industrial land use balance. However, the Preliminary Draft General Plan recommends preservation of Owl and Buckeye Canyons,[2] the most easily developed portion of the area.

San Mateo County: The San Mateo County plan for the Canyon and Quarry areas recommends industrial uses with an alternative access through the Industrial Park for the area. It is assumed that needs to balance land uses throughout unincorporated areas were considered in preparing the County plans.

Summary: In terms of balance, the proposed allocation of the Guadalupe Valley Quarry and Owl and Buckeye Canyons areas is unclear. From a land use perspective, based on County plans, the assignment favors Daly City. From a current physical interdependence standpoint, the Owl and Buckeye Canyons belong with Brisbane. This physical interdependence will be modified substantially when a new access road is built to the Quarry and Canyon area. The future of the Quarry is

less clearcut and depends upon whether alternative access to Crocker Industrial Park is built. If access is through the Industrial Park, then the area should be placed in the same sphere as the Industrial Park. The County preliminary report on the Owl and Buckeye Canyons shows a roadway connection from Crocker Industrial Park to Guadalupe Canyon Parkway (North Hill Drive) allowing trucks a direct route from the Quarry to Guadalupe Parkway. The Preliminary Report also shows a future connection to Highway 101. This Guadalupe-Highway 101 connection is also recommended in Brisbane's Preliminary Draft General Plan. With these roadway connections Quarry truck traffic could gain access to two regional arterials from Guadalupe Canyon Parkway, Highway 101 and I-280. If access is available to Guadalupe Canyon Parkway, the sphere assignment should be the same as the Northeast Ridge. The use of the Guadalupe Canyon Parkway will affect Daly City because of the proximity to the Bayshore Neighborhood as well as the travel through neighborhoods to the west to I-280.

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
GUADLUPE VALLEY QUARRY-OWL AND BUCKEYE CANYONS			
Need and Ability to Provide Services, Impacts			
1. Resources			
No substantial impact on Daly City except for noise generated by truck traffic on Bayshore Blvd.; if Northeast Ridge and Crocker Industrial Park in Daly City's sphere, then the impacts would be substantial including visual, noise, water, open space, topography	2	5	Because of shared access, impacts, particularly noise, are evident in Brisbane; Quarry is not visible from Brisbane; if Northeast Ridge and Crocker Industrial Park in Brisbane, then impacts would be substantial including visual, noise, water, open space, topography.
2. Extension of Services			
Basic services now provided informally by Daly City or GVMID; Brisbane School District which also covers part of current Daly City; alternative Quarry access affects Crocker Industrial Park or Guadalupe Canyon Parkway in Daly City.	4	2	Not now providing services to area; only access now through Brisbane; alternative access would channel traffic to adjacent Industrial Park and Guadalupe Canyon Parkway; traffic enforcement on City streets.
Preservation of Balance			
County's industrial designation of area would improve Daly City's land use balance; interdependence based on informal safety service provided by Daly City thru GVMID; Daly City regional service center for business.	3	3	Proposed industrial use further exaggerates dominance of industry in Brisbane's land use imbalance; Brisbane Preliminary Draft General Plan is in conflict with County Plan for Owl and Buckeye

Daly City	Daly City Ranking	Brisbane Ranking	Brisbane
Preservation of Balance (continued)			
			Canyons; Brisbane does not wish to see Canyons developed; if not developed it would reduce impact on imbalance; physically inter-dependent because of access; new road would eliminate dependence of Quarry and Canyons.
TOTAL SCORE	9	10	
POSSIBLE SCORE	18	18	

FOOTNOTES: Section VI

1. Brisbane Preliminary Draft General Plan, July 17, 1979, pg. 14; Daly City in Previous Presentations to LAFCo, 1972.

2. Preliminary Draft General Plan, July 17, 1979, pg. 19.

VII. Special Factors

VII. SPECIAL FACTORS

There are two additional, or special, factors Daly City feels need to be addressed by LAFCo. These factors are interdependent with the assignment decisions on the Bayshore Neighborhood, Northeast Ridge-Crocker Industrial Park and Guadalupe Valley Quarry-Owl and Buckeye Canyons.

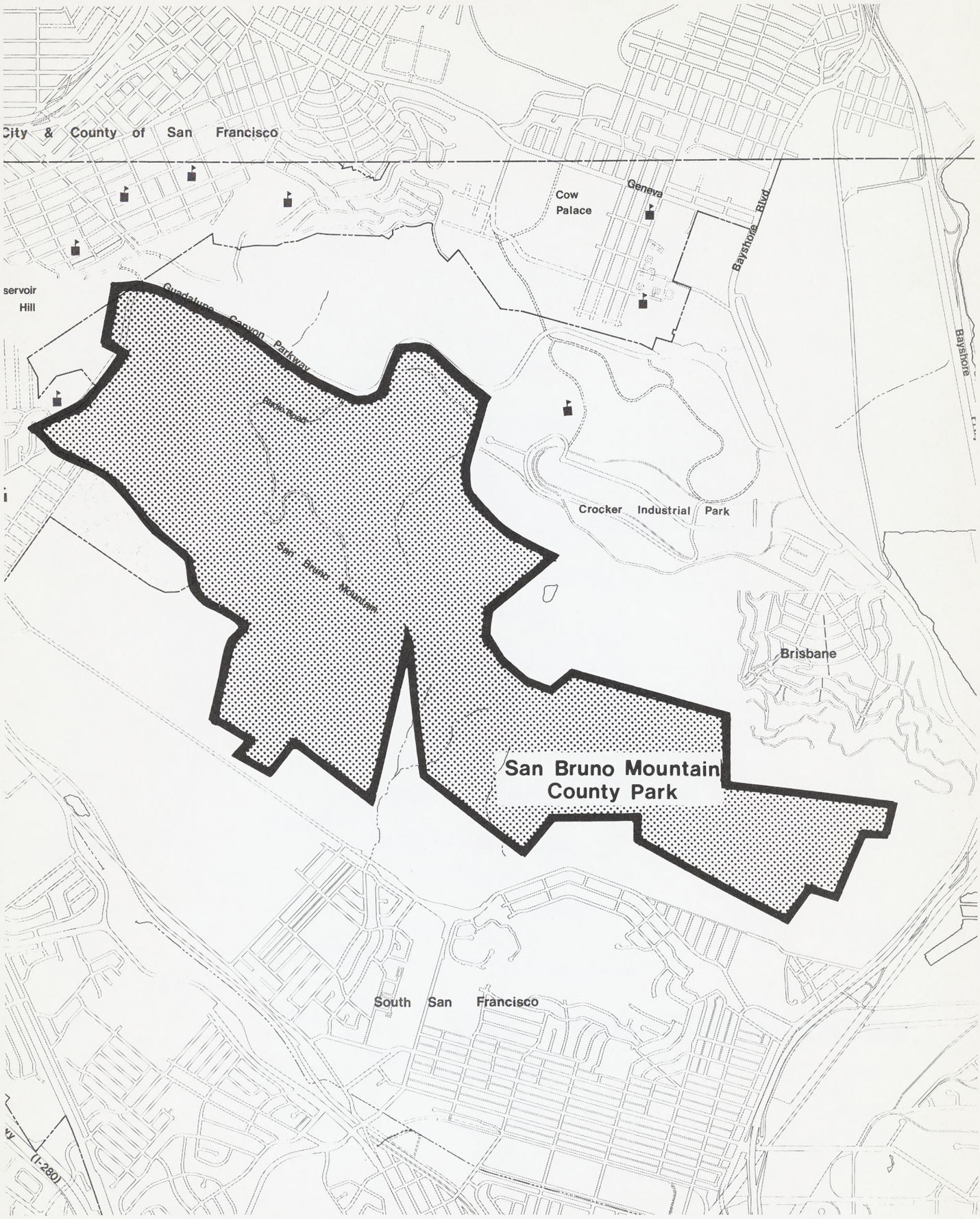
The first of these factors is police and fire protection for the San Bruno Mountain County Park. If Daly City receives the sphere assignment of the Northeast Ridge-Crocker Industrial Park and retains the Bayshore Neighborhood, Daly City will relocate its Geneva Avenue fire station on the Northeast Ridge and extend its police protection in the area. This will give the City's police and fire services good proximity to the San Bruno Mountain County Park. Because of the distance from Belmont for fire fighting, the County may wish to contract with Daly City directly to provide police and fire protection services to this area or to annex the park to the City of Daly City. In the same spirit, if the Guadalupe Valley Quarry and Owl and Buckeye Canyon areas remain within County jurisdiction and Daly City is assigned the adjacent areas, then the City also would be willing to provide by contract with the County or property owners the same range of services provided to the Crocker Industrial Park and Northeast Ridge.

The other special factor is the Franciscan Heights area of Brisbane. As pointed out in the Bayshore Neighborhood analysis of this report, the Franciscan Heights area overlooks Daly City's Bayshore Neighborhood. In fact, this area independent of jurisdictional boundaries, represents the largest potentially developable area in the Bayshore Neighborhood. Future use will have a substantial impact on the Neighborhood. Recognizing this impact, Daly City included the Franciscan Heights area in its adopted General Plan Land Use Map. Because of obvious impacts, the Bayshore Neighborhood should extend to Guadalupe Canyon Parkway. Generally this extension should be from the southwest corner of the Cow Palace extended beyond the City boundary to the Parkway, along the Parkway to Bayshore Boulevard and north to the City and County of San Francisco line. Addition of

this area to Daly City would strengthen the Neighborhood by clearly establishing recognizable boundaries, coterminous with physical features wherever possible, as well as giving the area most affected by future use the ability to establish that use.

Recommendations: If Crocker Industrial Park and the Northeast Ridge are assigned to Daly City's Sphere of Influence then either San Mateo County should contract for police and fire protection for the park from Daly City or LAFCo should assign the park territory to the Daly City Sphere of Influence.

LAFCo should adjust the sphere of influence of Daly City to include Franciscan Heights property by placing all lands west of Bayshore Boulevard between Guadalupe Canyon Parkway and the County line within Daly City's sphere of influence.


City & County of San Francisco
Cow Palace
Geneva
Bayshore Blvd
Bayshore
servoir Hill
Guadalupe Canyon Parkway
Radio Road
San Bruno Mountain
Crocker Industrial Park
Brisbane
San Bruno Mountain County Park
South San Francisco
(I-280)

VIII. Plan Consistency

VIII. Plan Consistency

VIII. PLAN CONSISTENCY

LAFCo's policies and criteria for determination of Spheres of Influence states a factor to be considered is "the type of development occurring or planned for the area, including, but not limited to residential, commercial and industrial development".[1] In this connection the following section reviews the plans of the two jurisdictions adjacent to the areas being considered for sphere assignment. Since general plans are an expression of a community's policies and expectations for the future, statements included about the propsed sphere areas are revealing in terms of willingness and ability for the communities to assume the responsibility.

Because of the potential impact of the development, both the proposed Preliminary Draft Brisbane and Adopted Daly City General Plans address the Northeast Ridge and Crocker Industrial Park areas, despite the fact that they had been assigned to neither City's sphere of influence at the time of plan preparation, and in the case of Daly City, plan adoption.

Daly City General Plan, Adopted July 1978

- Crocker Industrial Park

Recognizing its potential effect on Daly City, since 1968 the City's plan has addressed the Crocker Industrial Park. The current plan (1978) places the Industrial Park in the City's Planning Area. It is designated on the Plan Map as industrial. Industrial use is defined in the Plan to include manufacturing, warehousing and storage uses.

- Northeast Ridge

The Daly City General Plan recognizes that "in April, 1976, the San Mateo County General Plan was amended to include the Northeast Ridge to be designated as intensive mixed use with residential predominating".[2] The Plan further recognizes that "although San Bruno Mountain has not been assigned to any city's sphere of influence, its development would have a measurable impact on Daly City because of its proximity to developed portions of Daly City and to Daly City's existing systems and services".[3]

The Northeast Ridge appears on Daly City's General Plan Map. The

Plan calls for residential density of over 18 dwelling units per acre, residential density to 18 dwelling units per acre, open space, parks and recreation, school and community center, and a bicycle/pedestrian trail (Bay to Ocean Trail) in a configuration consistent with the San Mateo County Plan Amendment for the area.[4]

- Guadalupe Valley Quarry and Owl and Buckeye Canyons

Daly City's General Plan does not designate land uses for the Guadalupe Valley Quarry and Owl and Buckeye Canyons.

- Bayshore Neighborhood

The adopted Daly City General Plan addresses the Bayshore Neighborhood specifically. It outlines the current major land uses including the Cow Palace, the Midway Village public housing, as well as public facilities including the branch of the City library, the schools and the City fire station.

At the time of annexation to Daly City, the Bayshore Neighborhood did not have a balance of land uses in terms of parks, community services or access. Since annexation, Daly City has made an effort to achieve balance. The land use plan shows a committment to adding two parks; 3.5 acre neighborhood park and a 14 acre community park. The Plan also proposes an additional access to relieve the conjestion created by Cow Palace events.

In October 1979, the City Council of Daly City authorized an agreement with an engineering firm to study and design an extension of Carter-Martin on an appropriate right-of-way. This extension, a needed alternative access to the Cow Palace, was one of the major recommendations of the 1978 Plan for the Bayshore Neighborhood. The City hopes to have the new roadway completed by June, 1981. In 1979, the City completed acquisition and development of the 3.5 acre neighborhood park; and leased the Midway School facility to provide 10,000 square feet of indoor recreation facilities in the Bayshore Neighborhood. The City has also purchased the 14 acres for the community park.

West of the Cow Palace, the predominate land use is single-family residential. Utility uses are located to the west of the residential area and industrial uses to the north, adjacent to the San Francisco

City boundary. To reinforce the existing residential character and protect the view, the open areas with slopes less than 40 percent are designed for clustered low density residential uses. Slopes greater than 40 percent will remain open.

Preliminary Draft Brisbane General Plan

Brisbane's General Plan is in the process of revision. LAFCo staff has received a Preliminary Draft of the plan dated July 17, 1979. The LAFCo staff determined all references made to Brisbane's plan, therefore, would refer to the Preliminary Draft.[5]

- Crocker Industrial Park

Brisbane's Preliminary Draft General Plan proposes that "if Crocker Industrial Park were annexed to Brisbane, the City would accept the approved County Plan".[6]

- Northeast Ridge

Brisbane's Preliminary Draft General Plan proposes that "the future of the Northeast Ridge is a primary issue for Brisbane due to its proximity to the City and the potential effect on facilities and services".[7] The proposed policy as stated in the Preliminary Draft Plan is that Brisbane "would accept the approved County plan, if the Northeast Ridge were annexed to Brisbane".[8] However, the draft policies clearly indicate that the Crocker Industrial Park must also be annexed in order to have the City accept the Northeast Ridge.[9]

- Guadalupe Valley Quarry and Owl and Buckeye Canyon

Brisbane's Preliminary Draft General Plan designates only general uses for the Canyon area[10] and does not designate uses for the Quarry area. The Draft Plan does address problems created by current Quarry access and the need for alternative access through the Crocker Industrial Park.[11]

- Bayshore Neighborhood

Although the Preliminary Draft of the Brisbane General Plan does not address the Bayshore Neighborhood of Daly City specifically because the area is now a part of the Daly City Incorporated area, the Draft Plan does address a vacant area east of Bayshore Blvd. adjacent to the PG&E Substation and next to the Bayshore Neighborhood. This area, now a part of Brisbane, is called Franciscan Heights.

In the discussion of Franciscan Heights in the Draft Plan it states, "The possibility of establishing a noncontiguous residential neighborhood away from central Brisbane is of concern to City residents in terms of creating new and extended service requirements and in changing the traditional pattern of a compact, contiguous residential community. Citizen workshops indicated that public sentiment favors a revenue producing development."[12]

This definitive statement about Franciscan Heights, backed up by the workshop conclusion, implies that there is community sentiment about developing residential areas which are not contiguous to the existing Brisbane residential community. This attitude might well carry over to the annexation of the Bayshore area as well as development of the Northeast Ridge, despite the clear statements of the Preliminary Plan regarding the Northeast Ridge.

Summary

At the moment the San Mateo County Plan Amendment (see Sphere Study, Description of Planning Area, pg. IV-1) establishes the development expectations of the public for the Northeast Ridge. Both Daly City and Brisbane have included the County Plan for the Northeast Ridge as their plan for the area should it become a part of their territory. However, Daly City's Plan has been the adopted (July 24, 1978) and operable policy of the City for over a year. As evidenced by activity in the Bayshore Neighborhood alone, the City has a clear track record of commitment to and pursuit of its Plan. Brisbane's Preliminary Draft Plan is now in the public hearing process. The Planning Commission has scheduled the first hearing for October 24, 1979 and continued the hearing to November 28, 1979. To date there has been no official public commitment to the Plan. No assurance exists that Brisbane will adhere to the principals and proposals of the Preliminary Draft Plan.

Both Daly City's adopted Plan and Brisbane's Preliminary Draft Plan show the Crocker Industrial Park in industrial use compatible with the existing use. The Daly City adopted General Plan does not address land use in the Guadalupe Valley Quarry or Owl and Buckeye Canyons area. The Brisbane Preliminary Draft Plan does state the need for alternative Quarry access and for preservation of the Buckeye and Owl Canyon areas.

FOOTNOTES: Section VIII

1. San Mateo Local Agency Formation Commission, General Policies and Criteria for the Development and Determination of Spheres of Influence, adopted September 18, 1974, revised June 18, 1975, Section I. Authority.
2. Daly City General Plan 1978, pg. 84.
3. Ibid., pg. 84.
4. Ibid., pg. 84.
5. Ironside and Associates, Preliminary Draft, City of Brisbane General Plan 1979, July 17, 1979.
6. Ibid., pg. 81.
7. Ibid., pg. 81.
8. Ibid., pg. 81.
9. Ibid., pg. 14.
10. Ibid., pgs. 13, 19.
11. Ibid., pg. 13.
12. Ibid., pg. 77.

Daly City Public Library
Daly City, California

Daly City Public Library
Daly City, California

MISTER CHAIRMAN, MEMBERS OF THE COMMISSION

THE SPHERE OF INFLUENCE QUESTION BEFORE YOU, IS INDEED A MOST UNIQUE AND UNPRECEDENTED QUESTION:

IT IS UNIQUE AND UNPRECEDENTED IN THAT IT MUST ACCOMODATE THE IMPACTS OF PROPOSITION 13, AB8 AND PROPOSITION 4

IT IS UNIQUE AND UNPRECEDENTED WITHIN THIS COUNTY; YOUR STAFF'S PROPOSAL, RECOMMENDS THAT AN INTEGRAL PART OF ONE CITY, - - A PART WHICH IS CURRENTLY WITHIN THAT CITY'S SPHERE OF INFLUENCE - - BE REALLOCATED TO THE SPHERE OF INFLUENCE OF ANOTHER CITY

IT IS UNIQUE AND UNPRECEDENTED IN ITS PROPOSAL - - TO MORE THAN TRIPLE THE POPULATION OF AN EXISTING CITY

THESE UNUSUAL CHARACTERISTICS RAISE TWO SERIOUS ISSUES, ON WHICH I'D LIKE TO COMMENT BEFORE I PROCEED TO THE IMPACT AND SERVICE ANALYSIS.

THE FIRST IS THE NEED FOR A FULL ENVIRONMENTAL IMPACT REPORT. IN THIS SITUATION IT IS PROPOSED THAT THE BAYSHORE NEIGHBORHOOD BE REALLOCATED FROM THE SPHERE OF INFLUENCE OF DALY CITY TO THE SPHERE OF INFLUENCE OF BRISBANE. SECONDLY, THE PROPOSED SPHERE OF INFLUENCE ASSIGNMENT WOULD MORE THAN TRIPLE THE SIZE OF BRISBANE. IT IS DALY CITY'S CONCLUSION

THAT THESE CONSIDERATIONS, IF THEY BE ADOPTED, ARE SO UNLIKE ANY NORMAL SPHERE CONSIDERATION, AS TO NECESSITATE A FULL ENVIRONMENTAL IMPACT REPORT - - AS OPPOSED TO THE SUGGESTED NEGATIVE DECLARATION, - - UNDER THE TERMS OF THE CALIFORNIA ENVIRONMENTAL QUALITY ACT. DALY CITY'S POSITION IS SET FORTH IN THIS BRIEF SUMMARY WHICH I SUBMIT INTO EVIDENCE AS THOUGH FULLY SET FORTH IN THE HEARING RECORD.

THE SECOND IS THE QUESTION OF REALLOCATION OF SPHERE OF INFLUENCE, WITHOUT ANY DEMONSTRATION OF ANY CHANGES IN ANY OF THE FACTORS PRESCRIBED FOR SPHERE DETERMINATIONS.

THE BAYSHORE NEIGHBORHOOD WAS INCLUDED IN DALY CITY'S SPHERE OF INFLUENCE BY THE SAN MATEO LOCAL AGENCY FORMATION COMMISSION ON MARCH 24, 1976 WITH THE ADOPTION OF RESOLUTION NO. 475A. THERE WAS NO INDICATION WHATSOEVER IN THE HEARINGS OR STAFF REPORT AT THAT TIME THAT THERE WAS ANYTHING MARGINAL IN THE ALLOCATION OF THE BAYSHORE NEIGHBORHOOD TO THE CITY OF DALY CITY. FURTHER, AND MORE IMPORTANTLY THERE HAS BEEN NO DEMONSTRATION OF ANY CHANGE; -

-BRISBANE'S BOUNDARY HAS NOT CHANGED SINCE 1976

-DALY CITY'S BOUNDARY IN THIS AREA HAS NOT CHANGED SINCE 1976

-DALY CITY'S SERVICE CAPABILITIES HAVE INCREASED, NOT DECREASED; TOTAL NUMBER OF EMPLOYEES HAS INCREASED

-PHYSICAL FEATURES, LIKE DRAINAGE, TOPOGRAPHY, GEOGRAPHY HAS NOT CHANGED

-IF THERE HAS BEEN ANY CHANGE WHATSOEVER SINCE 1976; IT WOULD BE THE POSSIBLE REDUCTION IN TOTAL NUMBER OF BRISBANE CITY EMPLOYEES.

THE ONLY SUGGESTED THREADS OR ATTEMPT AT JUSTIFICATION - - IS FIRST THE STATEMENT THAT THE BAYSHORE NEIGHBORHOOD AND THE CITY OF BRISBANE ARE IN THE "SAME COMMUNITY OF INTEREST". THERE IS NO DEMONSTRATION AS TO HOW THE BAYSHORE NEIGHBORHOOD MOVED FROM DALY CITY'S COMMUNITY OF INTEREST IN 1976 TO BRISBANE'S COMMUNITY OF INTEREST IN 1979.

THE SECOND THREAD IS APPARENTLY THE CONSULTANT REPORT PREPARED FOR THE BAYSHORE SANITARY DISTRICT AND THE GUADALUPE VALLEY MUNICIPAL IMPROVEMENT DISTRICT WHICH SUGGESTS THE POSSIBLE FEASABILITY OF A JOINT SEWAGE TREATMENT PLANT AND RECLAMATION PROJECT. IF THIS SINGLE POSSIBLE LINK IN THE CHAIN OF FACTORS OF COMMUNITY OF INTEREST BECOMES THE SINGLE FACTOR OVERRIDING ALL OTHERS IN DETERMINING REALLOCATION OF SPHERES OF INFUENCE AND IN GOVERNMENT REORGANIZATION; THIS PRECEDENT WOULD HAVE WIDE-SPREAD IMPACT ON GOVERNMENT RE-ORGANIZATION THROUGHOUT THE COUNTY. THERE ARE NUMEROUS INSTANCES OF JOINT SEWAGE TREATMENT FACILITIES IN THE COUNTY;- - ALSO INSTANCES OF ONE JURISDICTION PROVIDING SEWER SERVICE TO A PORTION OF ANOTHER JURISDICTION. SUCH AN EXAMPLE IS THAT SEWER SERVICE FOR SOUTH SAN FRANCISCO'S WESTBOROUGH NEIGHBORHOOD IS TO THE TREATMENT PLANT IN DALY CITY, AND THE SEWAGE TREATMENT SERVICE AREA PRECEDENT WOULD WORK TO PLACE WESTBOROUGH IN NORTH COUNTY SANITATION DISTRICT AND REALLOCATED FROM SOUTH SAN FRANCISCO TO DALY CITY. I AM SURE THAT IT IS NOT THE INTENT OF LAFCO THAT THE ONE FACTOR OF "POSSIBLE JOINT SEWAGE TREATMENT" OVERRIDES ALL OTHERS AND CREATES THE COMMUNITY OF INTEREST.

MAYOR KYRIAKIS HAS SUBMITTED DALY CITY'S REPORT AS WRITTEN EVIDENCE FOR THIS HEARING. DALY CITY'S REPORT HAS BEEN PREPARED AND SUBMITTED BECAUSE THE STAFF REPORT DID NOT ADEQUATELY PROVIDE INFORMATION AND ANALYSIS OF THE ALTERNATIVE FOR PLACING THE SUBJECT AREAS OF STUDY WITHIN DALY CITY'S SPHERE OF INFLUENCE.

IN THE INTEREST OF TIME, I WILL SUMMARIZE ONLY THE MORE SIGNIFICANT FACTORS FOR EACH OF THE GEOGRAPHICAL AREAS.

THE BAYSHORE NEIGHBORHOOD WAS ANNEXED TO THE CITY OF DALY CITY IN 1963 BY A VOTE OF 543 TO 116. THE ANNEXATION WAS THE RESULT OF COMMUNITY INTEREST DEVELOPED IN THE BAYSHORE NEIGHBORHOOD AFTER BRISBANE HAD QUIETLY ANNEXED ALL OF THE ADJOINING INDUSTRIAL LAND WITH TOTAL DISREGARD FOR THE BAYSHORE RESIDENTS.

SINCE ANNEXATION, DALY CITY HAS PROVIDED THE FULL RANGE OF MUNICIPAL SERVICES TO THE AREA WITH THE EXCEPTION OF WATER AND SEWAGE WHICH ARE PROVIDED BY DISTRICTS. THE LOCATION OF THE COW PALACE WITHIN THIS NEIGHBORHOOD CREATES SPECIAL POLICE AND FIRE NEEDS WHICH DALY CITY HAS MET OVER THE PAST 16 YEARS. THE CITY OPERATES A FULL-TIME FIRE STATION IN THE BAYSHORE NEIGHBORHOOD WHICH IS BACKED-UP BY THE OTHER FOUR STATIONS WITHIN THE CITY. BRISBANES STATION #1, ITS ONLY OPERABLE STATION IS 3 MILES FROM THE BAYSHORE NEIGHBORHOOD. LOSS OF THIS AREA FROM THE CITY WOULD RESULT IN THE LAYOFF OF 15 DALY CITY FIRE PERSONNEL.

THE DALY CITY FIRE DEPARTMENT HAS AN I.S.O. CLASS RATING OF 4, ON A SCALE OF 1 TO 10. BRISBANE'S LAST RATING WAS BEFORE FORMATION OF THE COMBINED PUBLIC SAFETY DEPARTMENT AND WAS A CLASS 5.

SHOULD THE NORTHEAST RIDGE BE ADDED TO DALY CITY'S TERRITORY AND DEVELOPED, STATION #3 WOULD BE RELOCATED TO A LOCATION ON A STREET CONNECTING BAYSHORE AND GUADALUPE CANYON PARKWAY WITH AN INCREASED LEVEL OF FIRE PROTECTION SERVICE TO BAYSHORE PROVIDED BY THE ADDITION OF A SECOND ENGINE COMPANY.

ADDITIONALLY THE CITY HAS A FOUR MEMBER FIRE PREVENTION BUREAU FOR CITY-WIDE CODE ENFORCEMENT, INSPECTION, EDUCATION AND RESEARCH. THE DALY CITY FIRE DEPARTMENT ALSO HAS A FULL TIME TRAINING OFFICER.

THE GOVERNMENTAL RESEARCH COUNCIL OF SAN MATEO COUNTY RECENTLY PUBLISHED AN ANALYSIS OF THE FIRE SERVICES SYSTEM IN SAN MATEO COUNTY. OF PARTICULAR INTEREST ARE EXHIBITS II, III, AND IV; COMPARATIVE FIRE SERVICE STAFFING, AVERAGE COMPANY STAFFING AND FIRE SERVICE FACILITIES AND EQUIPMENT. THESE TABLES INDICATE THE COMPARATIVE DEPTH OF DALY CITY'S FIRE SERVICE CAPABILITIES IN RELATION TO OTHER JURISDICTIONS. OF PARTICULAR NOTE ARE THE 1ST AND 2ND COLUMNS OF EXHIBIT III WHICH SHOWS DALY CITY WITH AN AVERAGE OF 24 FIRE SUPPRESSION STAFF ON DUTY PER DAY AND SECONDLY THE AVERAGE COMPANY SIZE OF 4; ONLY MENLO PARK FIRE DISTRICT MATCHES DALY CITY'S AVERAGE COMPANY SIZE OF 4. THE COUNTY-WIDE AVERAGE IS 2.6.

FURTHER, THIS REPORT SUGGESTS REGIONAL OR COUNTY-WIDE CONSOLIDATION OF THE FIRE SERVICE. EXHIBIT 32 (XXXII) SHOWS HOW REGIONAL CONSOLIDATION WOULD BE ACCOMPLISHED IN THE STUDY AREA BY THE CLOSING OF THE BRISBANE STATION AND THE PROVISION OF FIRE SERVICES TO THE NORTH COUNTY BAYSIDE FROM DALY CITY'S BAYSHORE STATION.

THE DALY CITY POLICE DEPARTMENT HAS BEEN PROVIDING POLICE PROTECTION TO THE BAYSHORE NEIGHBORHOOD AND TO THE COW PALACE FOR 16 YEARS.

THE SAN MATEO COUNTY CRIMINAL JUSTICE COUNCIL'S POLICE SERVICES STUDY OF DISTRIBUTION OF POLICE PERSONNEL (WHICH IS SHOWN ON PAGE 31 OF THE DALY CITY REPORT) REVEALS THAT EXCEPT FOR THE SHERIFF'S DEPARTMENT, DALY CITY ASSIGNS THE LARGEST NUMBER OF PATROL OFFICERS OF ANY JURISDICTION IN THE COUNTY. ALL DAYS OF THE WEEK ARE COVERED BY WATCH COMMANDERS AND/OR FIELD SUPERVISORS.

DEPTH OF SERVICE IS CLEAR IN THE FACT DALY CITY HAS THE CAPACITY TO FIELD 22 OFFICERS AND TWO CADETS ON THEIR MINIMUM SHIFT, GRAVEYARD. THE ONLY RESPONSIBILITY OF THIS STAFF IS POLICING. IN ADDITION, THESE OFFICERS ARE BACKED UP BY VARIOUS STAFF FUNCTIONS OF THE DEPARTMENT INCLUDING A DETECTIVE DIVISION WITH ONE LIEUTENANT AND FOUR DETECTIVES. THE POLICE STAFFING NEEDS OF THE COW PALACE ALONE, WILL -- WITHOUT QUESTION, EXCEED THE CAPABILITIES OF THE BRISBANE PUBLIC SAFETY DEPARTMENT. EVENTS AT THE COW PALACE HAVE REQUIRED AS MANY AS 43 OFFICERS WITHIN THE BUILDING.

IN THE AREA OF PARKS & RECREATION, DALY CITY HAS 79 PLUS ACRES OF DEVELOPED PARK LAND. DALY CITY HAS AN ADDITIONAL 176 ACRES OF CITY OWNED PARK LAND AT VARIOUS STAGES OF DEVELOPMENT; AND 79,389 SQ. FT. OF RECREATION BUILDING SPACE. THESE TABLES ARE ON PAGES 77 & 78 IN THE DALY CITY REPORT.

THE LAFCO STAFF REPORT REGARDING PARKS AND RECREATION MADE THE SERIOUS ERROR OF REVERSING THE PARK STATISTICS FOR DALY CITY AND BRISBANE AND USING THE REVERSAL FOR ASSIGNING THE GREATER CAPABILITY TO BRISBANE.

CITY-WIDE, DALY CITY HAS MORE THAN 1 ACRE OF FULLY DEVELOPED PARK PER THOUSAND POPULATION - - COMPARED TO BRISBANE'S APPROXIMATE 1/6 ACRE PER THOUSAND RESIDENTS.

WITHIN THE BAYSHORE NEIGHBORHOOD DALY CITY HAS DEVELOPED A 3-1/2 ACRE PARK; PROVIDING, CURRENTLY WITHIN THIS NEIGHBORHOOD, 1 ACRE OF DEVELOPED PARK LAND PER 1000 POPULATION.

ADDITIONALLY THE CITY HAS PURCHASHED 14.5 ACRES OF VACANT LAND ON THE SOUTH WEST SIDE OF THE COW PALACE FOR BAYSHORE COMMUNITY FACILITIES AND PARK. THE FINAL PAYMENT TO THE STATE, OF THE $567,000 PURCHASE PRICE, WAS MADE LAST FISCAL YEAR, AND WAS MADE IN RELIANCE ON THE 1976 SPHERE OF INFLUENCE FOR DALY CITY.

DALY CITY'S COMMITMENT TO THE BAYSHORE NEIGHBORHOOD, AS EVIDENCED BY THIS TOTAL OF 18 ACRES OF PARK AND COMMUNITY FACILITY LAND (OR 5 ACRES PER 1000 POPULATION) - - HAS BEEN ACCOMPLISHED BY DALY CITY IN LESS TIME THAN BRISBANE HAS BEEN INCORPORATED. A MAJOR CONSIDERATION IS THE PROVISION OF LIBRARY SERVICE. THE CITY OF DALY CITY HAS A CITY LIBRARY BRANCH HERE IN THE BAYSHORE NEIGHBORHOOD. THE CITY OF BRISBANE DOES NOT PROVIDE LIBRARY SERVICES TO ITS RESIDENTS. LIBRARY SERVICE IN BRISBANE IS PROVIDED BY THE COUNTY LIBRARY DISTRICT; THERE IS NO ASSURANCE, AT THIS POINT, THAT THE COUNTY LIBRARY DISTRICT WOULD OPERATE A BAYSHORE BRANCH, IF THE AREA WERE ANNEXED TO BRISBANE.

THE DALY CITY REPORT ADDRESSED THE ELEMENTS OF "COMMUNITY OF INTEREST" FOR DALY CITY AND THE BAYSHORE NEIGHBORHOOD,

COMMENCING WITH THE FACTOR "ECONOMIC, SOCIAL & COMMUNITY INTERDEPENDENCE" ON PAGE 43 OF THE REPORT - - AND RUNNING THROUGH PAGE 47.

THESE SECTIONS - - IN VERY BRIEF SUMMARY STATE THAT:

-BAYSHORE RESIDENTS SHOP, ATTEND CHURCH, GET MEDICAL SERVICES IN CENTRAL DALY CITY

-HIGH SCHOOL STUDENTS ATTEND SCHOOL IN CENTRAL DALY CITY

-TRAVEL TO CENTRAL DALY CITY TO THE DEPARTMENT OF MOTOR VEHICLES, SOCIAL SECURITY OFFICE, POST OFFICE, CHAMBER OF COMMERCE, FOR FOOD STAMPS, AND FOR MANY OTHER ACTIVITIES NOT AVAILABLE IN THE BAYSHORE NEIGHBORHOOD - - NOR AVAILABLE IN BRISBANE.

THE FACT IS - - NOT ONLY IS THE BAYSHORE NEIGHBORHOOD TOTALLY WITHIN DALY CITY'S COMMUNITY OF INTEREST - - - - - - FOR MANY SERVICES, SUCH AS:

DEPARTMENT OF MOTOR VEHICLES

SOCIAL SECURITY OFFICE

HIGH SCHOOL ATTENDANCE AND MANY OTHERS

BRISBANE IS WITHIN DALY CITY'S COMMUNITY OF INTEREST

AS AN ASIDE - - BRISBANE CITY EMPLOYEES ARE MEMBERS OF THE DALY CITY EMPLOYEES CREDIT UNION.

IN MY OPINION - - THE DOMINANT FACTOR IN THE OVERALL QUESTION OF SPHERE ASSIGNMENT - - IS GOVERNMENT ORGANIZATION, THE ABILITY TO PROVIDE MUNICIPAL SERVICES, AND THE LEVEL OF THOSE SERVICES.

COMPARING THE ABILITIES AND ORGANIZATION OF DALY CITY AND BRISBANE ARE MOST DIFFICULT BECAUSE OF THE TREMENDOUS DIFFERENCE IN THE POPULATIONS SERVED AND THE SIZE OF THE ORGANIZATIONS.

DALY CITY'S WORK FORCE IS COMPRISED OF:

415 FULL-TIME POSITIONS

111 TEMPORARY AND PART-TIME EMPLOYEES

THE CITY HAS HAD A STRONG EMPHASIS ON EMPLOYEE TRAINING FOR A NUMBER OF YEARS, ENABLING THE CITY TO PROVIDE A HIGH LEVEL OF SERVICE AS EFFICIENTLY AS POSSIBLE.

DALY CITY'S ORGANIZATIONAL STRUCTURE AND SCHEDULE OF LAST YEARS FULL-TIME POSITIONS ARE SHOWN ON PAGES VII - 46 AND VII - 47 IN THE LAFCO STAFF REPORT. YOUR STAFF REPORT FURTHER DESCRIBES THE DEPARTMENTAL ORGANIZATIONS IN SECTION VII OF THE REPORT.

THE SERVICE CAPABILITIES AND DEPTH OF PERSONNEL WHICH CAN BE PROVIDED BY DALY CITY CANNOT BE REPRODUCED BY A CITY OF 3,000 OR EVEN OF 10,000 POPULATION.

IN THE INTEREST OF TIME, I HAVE NOT ADDRESSED ALL OF THE FACTORS OR INFORMATION REGARDING THE BAYSHORE NEIGHBORHOOD WHICH IS INCLUDED IN THE DALY CITY REPORT.

FOR THE REASONS, STATED TONIGHT AND THOSE ADDITIONALLY COVERED IN OUR REPORT, THE CITY OF DALY CITY STRONGLY RECOMMENDS THAT THE BAYSHORE AREA REMAIN IN DALY CITY'S SPHERE OF INFLUENCE.

I WOULD NOW LIKE TO ADDRESS THE CROCKER INDUSTRIAL PARK AND THE NORTHEAST RIDGE.

BECAUSE OF LAFCO POLICIES AND THE FINANCIAL FEASIBILITY OF DEVELOPMENT OF THE NORTHEAST RIDGE, WE HAVE ADDRESSED THESE TWO AREAS CONCURRENTLY.

I AM SUBMITTING TWO PHOTOGRAPHS WHICH SHOW THE RELATIONSHIP OF THE BAYSHORE NEIGHBORHOOD TO THE NORTHEAST RIDGE. IN THE FOREGROUND OF THE PICTURES, IS THE PLAYGROUND OF BAYSHORE PARK. THE VIEW IS TO THE SOUTHWEST. AS YOU CAN SEE, IMMEDIATELY BEHIND THE PLAYGROUND IS THE NORTHEAST RIDGE. THESE PICTURES GRAPHICALLY DESCRIBE THE IMPACT RELATIONSHIP OF THE NORTHEAST RIDGE TO DALY CITY'S BAYSHORE NEIGHBORHOOD.

ON THE MAP ON THE WALL, AND ON THE STUDY AREA MAP FOLLOWING PAGE 1 IN DALY CITY'S REPORT, YOU CAN SEE THE PLANNED ROADWAY CONNECTIONS BETWEEN THE BAYSHORE NEIGHBORHOOD AND THE NORTHEAST RIDGE. IN THIS WAY, THE BAYSHORE NEIGHBORHOOD AND THE NORTHEAST RIDGE NEIGHBORHOOD BECOME AN INTEGRATED RESIDENTIAL COMMUNITY EVEN THOUGH PARTIALLY SEPARATED BY ELEVATION DIFFERENCE.

THE PLANNING FOR THE IMPROVEMENT OF CARTER/MARTIN STREETS AND CONNECTIONS WITH GUADALUPE CANYON PARKWAY AND/OR BAYSHORE BLVD. HAS BEEN IN THE PLANNING STAGE FOR MORE THAN A YEAR. THE ROAD IMPROVEMENT PROJECT WILL HAVE A NUMBER OF BENEFICIARIES AND IS NOT DESIGNED PRIMARILY FOR CONNECTING THE TWO NEIGHBORHOODS. THE FIRST PURPOSE IS TO PROVIDE RELIEF TO THE BAYSHORE RESIDENTS FROM COW PALACE - CAUSED TRAFFIC CONGESTION. THE SECOND, OF COURSE, WILL PROVIDE IMPROVED INGRESS AND EGRESS FOR THE COW PALACE, AND THE THIRD BENEFIT IS THE LINKING OF THE TWO RESIDENTIAL AREAS. IF THE NORTHEAST RIDGE IS ANNEXED TO BRISBANE, BRISBANE WILL HAVE TWO SMALL TOTALLY DISTINCT AND TOTALLY PHYSICALLY SEPARATED RESIDENTIAL COMMUNITIES.

WITH RESPECT TO THE PROVISION OF SERVICES AND IMPACTS; RELATIVE TO THE CROCKER INDUSTRIAL PARK AND NORTHEAST RIDGE TIME PERMITS ONLY THE MOST SIGNIFICANT TO BE HIGHLIGHTED.

FIRST, - - FIRE PROTECTION: DALY CITY INTENDS TO RELOCATE ITS BAYSHORE STATION TO A LOCATION GENERALLY AT THE INTERSECTION OF THE NEW STREET CONNECTION WITH GUADALUPE CANYON PARKWAY. SUCH A NEW LOCATION WILL BE AT THE EDGE OF THE BAY-SHORE NEIGHBORHOOD (WITH A DOWN HILL RUN INTO BAYSHORE) - - - AND AT THE EDGE OF THE NORTHEAST RIDGE DEVELOPMENT. FURTHER, THE FIRE STATION IS WITHIN A SHORT DOWN HILL RUN INTO THE CROCKER INDUSTRIAL PARK APPROACHING EITHER FROM THE WEST OR FROM THE EAST. AGAIN IT IS NOTED, THAT THE OVERALL FIRE SERVICE RATING FOR DALY CITY IS CLASS 4 AND FOR BRISBANE IS CLASS 5.

ADDITIONALLY DALY CITY WILL ADD ANOTHER FIRE COMPANY AT THE NEW STATION TO PROVIDE A SIGNIFICANTLY IMPROVED LEVEL OF SERVICE FOR THE ENTIRE BAYSIDE AREA.

WITH RESPECT TO WATER SERVICE; DALY CITY HAS TWO SOURCES OF WATER, ONE FROM WELLS AND ONE FROM SAN FRANCISCO MAINS. DALY CITY CAN INTERTIE ITS EXISTING SYSTEM EITHER FROM MAINS CROSSING THE SADDLE OR FROM THE CITYS RESERVOIR 2 B IN SOUTHERN HILLS (ON OAKRIDGE DRIVE). THIS WILL PROVIDE A SECOND AND THIRD SOURCE FOR WATER; - - FROM SAN FRANCISCO MAINS THROUGH CENTRAL DALY CITY - - OR FROM THE CITY'S WELLS. ADDITIONALLY THE INTERTIE WOULD CONNECT DALY CITY'S HIGH ELEVATION RESERVOIR SYSTEM AND CAPACITY. MAKING THE STORAGE AVAILABLE TO BOTH THE NORTHEAST RIDGE AND THE INDUSTRIAL PARK.

THE INSURANCE ASSOCIATION ALSO RATES WATER SYSTEMS, AS THEY ARE SO IMPORTANT TO FIRE PROTECTION. DALY CITY'S WATER SYSTEM IS RATED AS CLASS 3; BRISBANE'S AS CLASS 5.

FURTHER, BRISBANE'S WATER RATES ARE SUBSTANTIALLY HIGHER THAN DALY CITY'S.

WITH RESPECT TO LIBRARY SERVICE, DALY CITY WILL EITHER OPERATE A SMALLER BRANCH WITHIN THE NORTHEAST RIDGE RESIDENTIAL AREA OR A MAIN BRANCH MIDWAY BETWEEN THE BAYSHORE & RIDGE COMMUNITIES. WHICH OPTION IS SELECTED WILL BE PRIMARILY DETERMINED BY THE DESIRES OF THE BAYSHORE RESIDENTS WHEN WE CAN SHOW THE RESIDENTS WHAT THE SPECIFICS OF THE CHOICE WILL BE; AND ONLY AFTER THE ROADWAY CONNECTION BETWEEN BAYSHORE AND GUADALUPE CANYON PARKWAY HAS BEEN COMPLETED.

DALY CITY WILL EXTEND FULL URBAN POLICE, PARKS AND RECREATION, STREETS, STREET LIGHT AND OTHER SERVICES TO THE INDUSTRIAL PARK AND RIDGE. DALY CITY'S GREATER DEPTH AND SPECIALIZATION IN THESE AREAS WILL BENEFIT BOTH THE INDUSTRIAL BUSINESSES AND THE RESIDENTS.

A MOST SIGNIFICANT FACTOR, WITH RESPECT TO THE KNOX-NISBET ACT FACTORS FOR CONSIDERATION IS THAT DALY CITY IS PROVIDING POLICE AND FIRE SERVICES TO THE INDUSTRIAL PARK AND RIDGE NOW UNDER TERMS OF A CONTRACT BETWEEN THE CITY AND THE GUADALUPE VALLEY DISTRICT

THE LAFCO STAFF REPORT PLACES SIGNIFICANT IMPORTANCE ON DRAINAGE BEING THROUGH BRISBANE. THE FACT IS THAT THE GUADALUPE VALLEY DRAINS ALMOST DIRECTLY INTO THE GUADALUPE CANAL WHICH IS BOTH WATERS AND LANDS OF THE STATE. SEE THE MAP FOLLOWING PAGE 73. LESS THAN A THOUSAND FEET OF CULVERT, CROSSING UNDER BAYSHORE BLVD., ARE WITHIN THE CITY LIMITS OF BRISBANE. THE

GUADALUPE VALLEY DISTRICT HAS CONSIDERED THIS CULVERT THEIR RESPONSIBILITY, AND ACCORDINGLY RESPONSIBILITY WOULD PASS TO THE SUCCESSOR TO THE DISTRICT.

AS NOTED IN MY REMARKS REGARDING BAYSHORE; THE RESIDENTS OF THE NORTHEAST RIDGE WILL BE IN THE DALY CITY COMMUNITY OF INTEREST REGARDLESS OF WHICH CITY THEY ARE IN:

-HIGH SCHOOL STUDENTS WILL GO TO SCHOOL IN DALY CITY

-FAMILIES WILL WORSHIP IN DALY CITY

-NORTHEAST RIDGE RESIDENTS WILL SHOP IN DALY CITY

I WOULD LIKE TO SPECIFICALLY DRAW YOUR ATTENTION TO THE LAND USE TABLES ON PAGES 82 AND 83 IN THE DALY CITY REPORT.(1) THESE TABLES COMPARE DALY CITY AND BRISBANE LAND USES WITH THE STANDARDS PUBLISHED IN THE COMMUNITY BUILDER'S HANDBOOK, A WIDELY ACCEPTED PLANNING STANDARDS DOCUMENT.

THE TABLES SHOW THAT DALY CITY'S INDUSTRIAL LAND USE WOULD INCREASE FROM LESS THAN 1 % TO 8.1% AS COMPARED TO THE DESIRED BALANCE STANDARD OF 10.9%.

ON THE OTHER HAND; BRISBANES INDUSTRIAL LAND WOULD INCREASE FROM 49% TO 50% WHILE THE IMPACT OF THE NORTHEAST RIDGE WOULD INCREASE THE RESIDENTIAL USE BY ONLY .2%

SOCIAL, ECONOMIC, AND LAND USE BALANCE IS A MOST SIGNIFICANT ELEMENT OF LAFCO'S GENERAL POLICY #1 (PAGE A-4 OF THE LAFCO REPORT). IT IS INCONCEIVABLE TO THINK THAT THE ANTICIPATED RESULT OF A COMMISSION ACTION WOULD BE TO PUT THE INDUSTRIAL LANDS ALL IN ONE CITY AND THE PEOPLE OF THE AREA SUBSTANTIALLY IN THE OTHER.

(1) CORRECTED PAGE 83 SUBMITTED

TO SUMMARIZE, WITH RESPECT TO THE INDUSTRIAL PARK AND NORTHEAST RIDGE:

-DALY CITY CAN PROVIDE A HIGHER LEVEL OF MUNICIPAL SERVICE, WITH GREATER DEPTH

-THE AREAS ARE WITHIN DALY CITY'S COMMUNITY OF INTEREST

-DALY CITY IS CURRENTLY PROVIDING POLICE & FIRE SERVICES

-AND LASTLY, THE INTERESTS OF SOCIAL & ECONOMIC BALANCE SERVING TO SUPPORT THE VIABILITY OF LOCAL GOVERNMENT SERVICES ARE BEST ACHIEVED BY ASSIGNMENT TO DALY CITY.

CLEARLY, FOR THESE REASONS AND THOSE FURTHER STATED IN OUR REPORT, THE NORTHEAST RIDGE & THE CROCKER INDUSTRIAL PARK SHOULD BE ASSIGNED TO DALY CITY'S SPHERE OF INFLUENCE.

NOW TO THE GUADALUPE VALLEY QUARRY AND OWL AND BUCKEYE CANYONS. THE QUARRY AND CANYONS ARE BOXED IN BY THE CITY OF BRISBANE AND THE CROCKER INDUSTRIAL PARK. CURRENTLY THE ONLY ACCESS TO THIS AREA IS THROUGH BRISBANE; HOWEVER BOTH THE BRISBANE GENERAL PLAN AND THE COUNTY'S GUADALUPE VALLEY PLAN PRELIMINARY REPORT RECOMMEND A NEW ROADWAY ACCESS THROUGH THE INDUSTRIAL PARK. WITH THE REROUTING OF THE ACCESS, THE QUARRY'S ONLY MAJOR IMPACT ON BRISBANE WOULD BE TRANSFERRED TO THE CROCKER INDUSTRIAL PARK.

THE COUNTY GENERAL PLAN PERMITS SMALL AREAS WITHIN THE TWO CANYON AREAS TO BE DEVELOPED IN INDUSTRIAL USE.

THESE FACTORS TOGETHER WITH OTHERS FURTHER DESCRIBED IN DALY CITY'S REPORT SUGGEST THAT THE QUARRY AND OWL & BUCKEYE CANYONS SHOULD BE ASSIGNED TO THE SAME JURISDICTION, TO WHICH THE INDUSTRIAL PARK IS ASSIGNED.

ACCORDINGLY, DALY CITY REQUESTS THAT THE QUARRY AND TWO CANYONS BE ASSIGNED TO DALY CITY'S SPHERE OF INFLUENCE.

THERE ARE TWO SPECIAL CONSIDERATIONS WHICH DALY CITY FEELS SHOULD BE ADDRESSED BY LAFCO IN THESE HEARINGS:

THE FIRST IS POLICE AND FIRE PROTECTION FOR THE SAN BRUNO MOUNTAIN COUNTY PARK. IF DALY CITY RECEIVES THE SPHERE ASSIGNMENT OF THE NORTHEAST RIDGE - CROCKER INDUSTRIAL PARK AND RETAINS THE BAYSHORE NEIGHBORHOOD, DALY CITY WILL HAVE A FIRE STATION ON GUADALUPE PARKWAY.

THIS SITUATION WILL GIVE DALY CITY POLICE & FIRE SERVICES IMMEDIATE PROXIMITY TO THE PARK. AS SUGGESTED IN THE G.R.C. FIRE STUDY THE PARK AREA SHOULD BE PROVIDED SERVICE BY THE ADJACENT MUNICIPAL OR CONSOLIDATED REGIONAL FIRE SERVICE. ACCORDINGLY, THE COUNTY COULD CONTRACT WITH DALY CITY TO PROVIDE POLICE & FIRE SERVICES TO THE PARK.

THE BEST SOLUTION, MAY HOWEVER, BE TO NEGOTIATE THE DELIVERY OF THESE SERVICES TO THE PARK AT THE SAME TIME AS THE CITY AND THE COUNTY ARE NEGOTIATING PROPERTY TAX TRANSFER FOR THE NORTHEAST RIDGE AND INDUSTRIAL PARK. THE PERMANENT SOLUTION IF AGREEMENT IS REACHED MAY INCLUDE THE ANNEXATION OF THE PARK TO DALY CITY. WITH THIS POSSIBILITY IN MIND, DALY CITY RECOMMENDS THAT THE PARK AREA BE PLACED WITHIN DALY CITY SPHERE OF INFLUENCE.

THE SECOND SPECIAL CONSIDERATION WHICH DALY CITY REQUESTS THAT LAFCO ADDRESS IS THE FRANCISCAN HEIGHTS VICINITY OF BRISBANE. THIS SMALL PIECE OF BRISBANE BUTTS ACROSS BAYSHORE BLVD. FROM THE SOUTHERN PACIFIC YARDS INTO DALY CITY'S BAYSHORE NEIGHBORHOOD. THE MAJOR GEOGRAPHICAL FEATURE WHICH SHOULD DIVIDE DALY CITY AND BRISBANE IS THE BAYSHORE BLVD. THE FRANCISCAN HEIGHTS PROPERTIES

CAN BEST BE SERVICED BY DALY CITY AND SHOULD ACCORDINGLY BE PLACED IN DALY CITY'S SPHERE OF INFLUENCE.

IN SUMMARY; THE MAJOR POINTS I DESIRE TO LEAVE YOU WITH ARE THESE - - THAT DALY CITY HAS DEMONSTRATED THAT IT CAN PROVIDE A HIGHER LEVEL OF MUNICIPAL SERVICE, WITH GREATER DEPTH, GREATER SPECIALIZATION AND WITH THE EFFICIENCIES AND ECONOMIES OF SCALE POSSIBLE IN A CITY OF 75 TO 85,000 POPULATION. THE PROPERTY TAX PAYER IN BAYSHORE; ON THE RIDGE OR IN THE INDUSTRIAL PARK WILL PAY THE SAME PROPERTY TAX WHETHER IN BRISBANE, DALY CITY OR IN THE UNINCORPORATED COUNTY.

THE PROPERTY OWNER THEN, DESERVES THE HIGHEST LEVEL OF SERVICE OBTAINABLE, - - AND THAT WILL BE FROM DALY CITY.

SECONDLY, THE GREATEST POSITIVE ECONOMIC AND LAND USE IMPACT CAN BE ACHIEVED BY ASSIGNMENT OF THE AREAS TO DALY CITY, AND THIRD; THAT THE ENTIRE BAYSIDE AREA AND DALY CITY ARE IN THE SAME COMMUNITY OF INTEREST, AND FOURTH; THAT DALY CITY IS CURRENTLY PROVIDING SERVICES TO THESE AREAS.

DALY CITY RESPECTFULLY REQUESTS AND RECOMMENDS THE ASSIGNMENT OF THE SUBJECT AREAS TO ITS SPHERE OF INFLUENCE.

EXHIBIT II

COMPARATIVE FIRE SERVICE STAFFING -- SAN MATEO COUNTY

	Fire Service Staffing				
Jurisdiction	Admin.	Communi-cations	Training	Fire Prevention	Fire Suppression
Belmont	2	0	0	1	33
Burlingame	1	0	1	2	52
Colma*	1	0	1	1	25
Daly City	3	3	1	2	74
Foster City	1	0	0	0	22
Half Moon Bay FPD	1	1	0	1	15
Hillsborough	2	0	0	1	21
Menlo Park FPD	6	4	0	3	88
Millbrae	1	1	0	0	21
Pacifica	2.5	0	0	0	24
Redwood City	6	5	1	5	59
San Bruno	2	0	0	0	35
San Carlos	2	0	0	1	27
San Mateo	4	0	1	4	90
So. San Francisco	4	0	2	3	72
Woodside FPD	3	1	0	0	30
Total Cities and Fire Districts	41.5	15	6	24	688
CDF					
-County Contract	1	1	1	-	52
-State Funded	9	5	-	2	19
-State Funded Seasonal	-	-	-	-	30
CDF Total	10	6	1	2	101**
TOTAL	51.5	21	7	26	789

* Paid Call Personnel

** In addition, there are 110 volunteer fire fighters throughout, mainly rural, San Mateo County.

EXHIBIT III

AVERAGE COMPANY STAFFING --
SAN MATEO COUNTY
FIRE DEPARTMENTS

Jurisdiction	Fire Suppression Staffing: Average Number Suppression Staff On Duty Per Day	Average Company Size	Number of Operational Stations
Belmont FPD	7	2	3
Burlingame	18	3	3
Colma (volunteers)	-	-	1
Daly City	24	4	5
Foster City	7	2	1
Half Moon Bay FPD	5	2	2
Hillsborough	6	2	3
Menlo Park FPD	29	4	6
Millbrae	7	2	2
Pacifica	7	2	3
Redwood City	20	3	4
San Bruno	11	2	2
San Carlos	9	3	3
San Mateo	28	3	6
South San Francisco	24	3	4
Woodside FPD	10	3	2
Sub-Total/Average	212	2.6	50
CDF / County Fire	22*	2	10
County Total/Average	234	2.6	60

*Average number year-round, excluding volunteers.

EXHIBIT IV

FIRE SERVICE FACILITIES
AND EQUIPMENT IN
SAN MATEO COUNTY

Jurisdiction	Fire Apparatus (Line Only) Pumpers	Ladders, Snorkles	Rescue	Other Major	Tower	Drafting Pit	Stations
Belmont FPD	3	1	0	0	1	0	2
Brisbane	2	0	1	1	1	0	1
Burlingame	4	2	0	1	1	1	3
Colma	2	0	0	0	1	0	1
Daly City	5	3	2	0	1	1	5
Foster City	2	1	0	0	0	1	1
Half Moon Bay FPD	3	0	0	1	1	0	2
Hillsborough	3	1	0	1	1	0	3
Menlo Park FPD	10	2	2	0	1	1	6
Millbrae	3	0	2	0	1	1	2
Pacifica	4	1	2	1	1	0	3
Redwood City	5	1	1	2	1	1	4
San Bruno	3	1	2	2	1	1	2
San Carlos	3	0	1	0	1	0	3
San Mateo	6	2	0	1	1	1	6
So. San Francisco	5	1	1	0	1	1	4
Woodside FPD	3	0	1	2	1	0	2
Sub-Total	68	16	15	12	16	9	50
CDF*/ County Fire	10	0	0	11	N/A	1	10
County Total	78	16	15	23	16	10	60

*Maximum number of apparatus

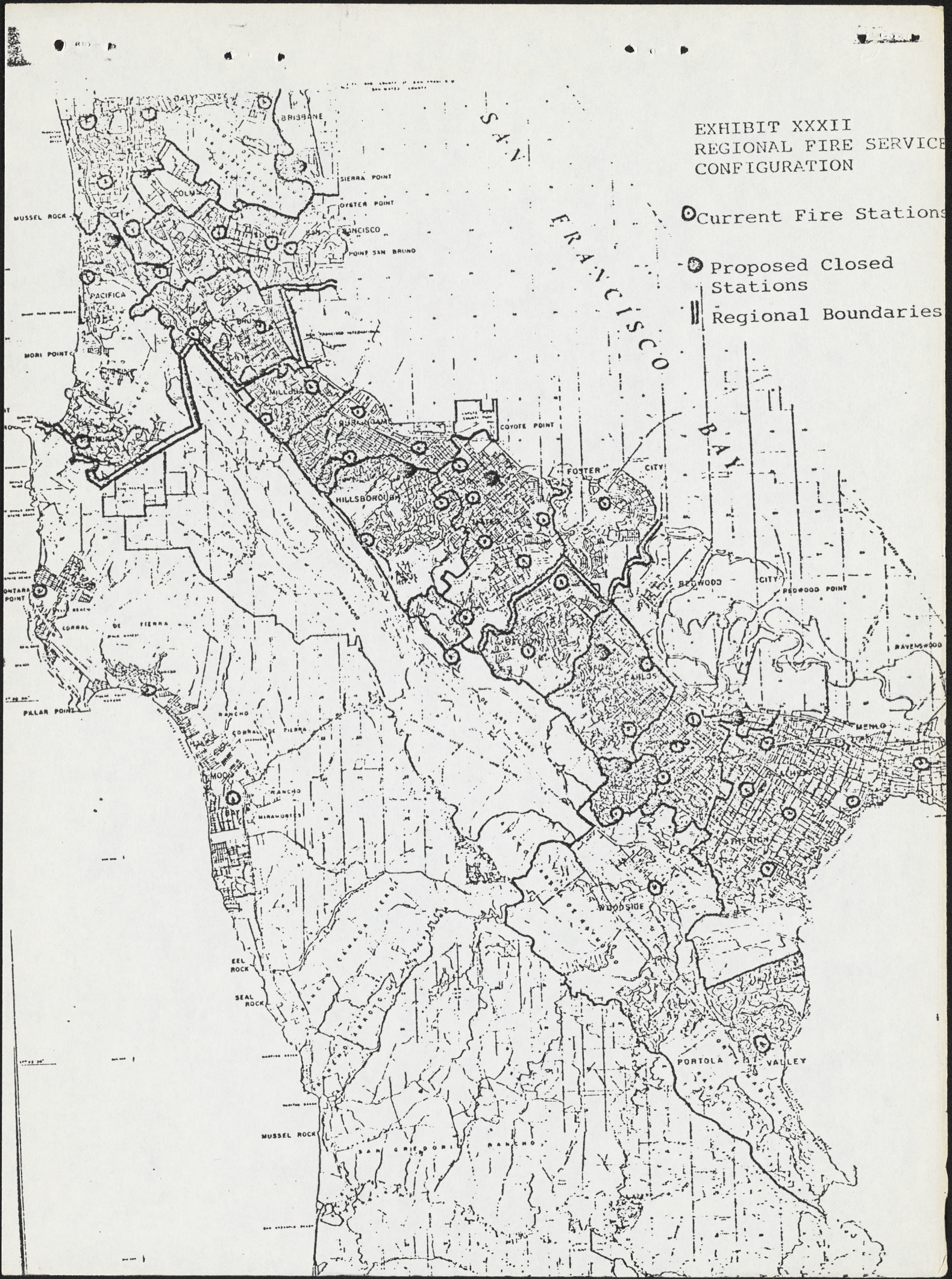


EXHIBIT XXXII
REGIONAL FIRE SERVICE
CONFIGURATION
Current Fire Stations
Proposed Closed Stations
Regional Boundaries
SAN FRANCISCO BAY
BRISBANE
SIERRA POINT
COLMA
OYSTER POINT
MUSSEL ROCK
POINT SAN BRUNO
PACIFICA
MORI POINT
MILLBRAE
BURLINGAME
COYOTE POINT
FOSTER CITY
HILLSBOROUGH
BELMONT
REDWOOD CITY
REDWOOD POINT
RAVENSWOOD
EAHLDS
MENLO
ATHERTON
WOODSIDE
PORTOLA VALLEY
PILLAR POINT
CORRAL DE TIERRA
RANCHO
EEL ROCK
SEAL ROCK
MUSSEL ROCK

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